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AUTHOR	Hall, John C.; And Others
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ABSTRACT

This document, 1 in a series of 10, presents state profiles of the results of a systematic examination of child care agencies and their involvement with out-of-state residential care for children. This volume contains profiles of the Western states of Alaska, Arizona, California, Hawaii, Idaho, Montana, Nevada, Oregon, Utah, Washington, and Wyoming. Each state profile contains five sections. The first two sections identify the officials in state government who facilitated the completion of the study and describe the general methodology used to collect the information presented. The third section offers a basic description of the organization of youth services as they relate to out-of-state placement policies. The fourth section offers annotated tables about that state's out-of-state placement practices. The discussion of the survey results includes: (1) the number of children placed in out-of-state residential settings; (2) the out-of-state placement practices of local agencies; (3) detailed data from agencies that placed five or more children; (4) use of interstate compacts by state and local agencies; (5) the out-of-state placement practices of state agencies; and (6) state agencies' knowledge of out-of-state placement. The final section presents observations and conclusions about state and local out-of-state placement practices that were gleaned from the data. (Data reported are for 1978.) (KC)

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MAJOR ISSUES IN JUVENILE JUSTICE INFORMATION AND TRAINING

The Out-of-State Placement of Children: Western State Profiles

Alaska • Arizona • California • Hawaii • Idaho • Montana
Nevada • Oregon • Utah • Washington • Wyoming

AUTHORS

John C. Hall, Principal Investigator
Bruce S. Barker, Research Associate
Molly A. Parkhill, Research Associate
Judith L. Pilotta, Research Associate
Joseph L. White, Project Director

Academy for Contemporary Problems
Columbus, Ohio
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Staff

Kathryn Baybutt
Lisa Beach
Karen Bell
Brenda S. Brown
Sandra Clapsaddle
Sherry Flannery
Jack Foster, Ph.D.
Sandra Gardner
Lori Gilbert
Rosetta Gooden
Elizabeth Gray
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Gina Hoy
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Bruno S. Sestito, Jr.
Peggy Siegel, Ph.D.
Joan Suttner
James N. Upton, Ph.D.
Susan Warner
Kurt Weiland
David Wilder

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ABOUT THE STATE PROFILES

This is one of six volumes which report the most ambitious study of the out-of-state placement of children ever undertaken in America. The master volume, The Out-of-State Placement of Children: A National Survey, contains the main text of the study report, plus appendixes which explain the methodology of the study and detail relevant interstate compacts on the subject.

Central to the usefulness of the study report, however, is the use of the detailed profiles of out-of-state placement practices in the 50 States and in the District of Columbia. This volume contains, in the order listed, these State profiles:

Alaska	AK
Arizona	AZ
California	CA
Hawaii	HI
Idaho	ID
Montana	MT
Nevada	NV
Oregon	OR
Utah	UT
Washington	WA
Wyoming	WY

Other volumes, as listed in the master volume, report on North Central, South Central, Northeastern, and Southeastern States. A further report on the study, in two volumes, is called Out-of-State Placement of Children: A Search for Rights, Boundaries, Services.

Each state profile presents the results of a systematic examination of their child care agencies and their involvement with out-of-state residential care for children. The information is organized in a manner which will support comparisons among agencies of the same type in different counties or among different types within the state. Comparisons of data among various states, discussed in Chapter 2, are based upon the state profiles that appear here.

The states, and the agencies within them, differed markedly in both the manner and frequency of arranging out-of-state placements in 1978. The organizational structures and the attendant policies also varied widely from state to state. Yet, all state governments had major responsibilities for regulating the placements of children across state lines for residential care. The methods employed by state agencies for carrying out these responsibilities and their relative levels of effectiveness in achieving their purposes can be ascertained in the state profiles. As a result, the state profiles are suggestive of alternative policies which agencies might select to change or improve the regulation of the out-of-state placement of children within their states.

Descriptive information about each state will also serve to identify the trends in out-of-state placement policy and practice discussed in Chapter 2. State governments can and do constitute major influences upon the behavior of both state and local public agencies as they alter their policies, funding patterns, and enforcement techniques. The effects can be seen in changes in the frequencies with which children are sent to live outside their home states of residence. Ideally, these state profiles will serve as benchmarks for measuring change, over time, with respect to the involvement of public agencies in arranging out-of-state placements.

CONTENTS OF THE STATE PROFILES

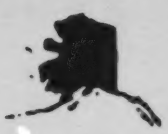
Each profile contains four sections. The first two sections identify those officials in state government who facilitated the completion of the study in the particular state. These sections also

describe the general methodology used to collect the information presented. The third section offers a basic description of the organization of youth services as they relate to out-of-state placement policies. The fourth section offers annotated tables about that state's out-of-state placement practices. The discussion of the survey results include:

- The number of children placed in out-of-state residential settings.
- The out-of-state placement practices of local agencies.
- Detailed data from Phase II agencies.
- Use of interstate compacts by state and local agencies.
- The out-of-state placement practices of state agencies.
- State agencies' knowledge of out-of-state placement.

The final section presents some final observations and conclusions about state and local out-of-state placement practices that were gleaned from the data.

It is important to remember when reading the state profiles that the tables contain self-reported data for 1978, collected by the Academy in 1979. They may not reflect all organizational changes that have occurred since that time and the data might be at variance with reports published after this survey was completed.



I. ACKNOWLEDGMENTS

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II. METHODOLOGY

Information was systematically gathered about Alaska from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Alaska appears below in Table 02-1.

TABLE 02-1. ALASKA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DHSS Officials	Telephone Interview Mailed Survey: DOE Officials	Telephone Interview Mailed Survey: DHSS Officials	Telephone Interview Mailed Survey: DHSS Officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: All 52 school districts	Not Applicable (State Offices)	Not Applicable (State Offices)

The Academy also conducted an intensive on-site case study in Alaska. The results from the case study are included in a companion publication entitled The Out-of-State Placement of Children: A Search for Rights, Boundaries, Services.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Alaska has the largest land area (369,600 square miles) and is the least populated state (364,487) in the United States. Of this population, 60,000 are indigenous Eskimos, Aleuts, and Indians. The distribution of the population varies significantly, with nearly two-thirds of the population centered in Anchorage and Fairbanks. Anchorage is the most populated city in the state, with a population over 150,000. Juneau, the capital city, is the third most populated city in the state, with a population of approximately 17,000. The estimated 1978 population of persons eight to 17 years old was 76,357.

Alaska was ranked first nationally in total state and local per capita expenditures and 17th in per capita expenditures for education.[1]

The organization of local government in Alaska deserves special mention because it is unique. The state has three unified home rule municipalities (Juneau, Anchorage, and Sitka) which function similar to general metropolitan governments. The state also has eight boroughs which relate comparably to county forms of government. In addition, there is an "unorganized borough" which encompasses the rest of the state's unincorporated areas.

B. Child Welfare

Alaska's Department of Health and Social Services (DHSS) is responsible for the administration of a wide range of services to children and youth throughout the state. The Department's Division of Social Services has six regional offices which supervise the delivery of child welfare services through 29 field offices. These field offices, staffed with one or more social workers, provide information, individual and family counseling, and child protection services for children. In addition, the division has responsibility for the licensure of child care institutions and foster homes.

The Division of Social Services makes two types of placements. The first type involves the emergency removal of children from their homes to prevent harm, abuse, or neglect. These short-term placements are typically in shelter facilities or foster homes. The second type of placement is made as part of the overall treatment plan to assist children and their families. Children may remain in the custody of DHSS for a maximum of two years, but a case can be reviewed and the duration of the placement extended with court approval. The Division of Social Services does not directly operate child protection or treatment facilities, but enters into contractual arrangements with individuals and nonprofit children's services agencies for the services needed.

When in-state possibilities for placement have been exhausted or the type of in-state placement available does not fit the needs of the child, out-of-state placements are considered and arranged by this agency. In some cases, a child is placed with foster parents who are moving out of state, but this is rare. Reportedly, the division places children for whom it has custody into other states through the Interstate Compact on the Placement of Children (ICPC) which it administers. Alaska enacted the ICPC in 1975.

C. Education

There are 52 school districts in Alaska which offer special education services as well as the normal K-12 curriculum. Ten of these school districts are semimetropolitan. The remaining school districts are scattered throughout sparsely populated areas like the Aleuts Island Chain, northern Alaska, and

along the western edge of the state. These areas are primarily populated by Native Alaskans and settlers. Until recently, the practice was to place school children from these areas into programs in the lower 48 states. It was reported that rather than attempting to remove children from these remote areas, the practice has now been to support the local school district with additional facilities and services.

According to other information provided by the State Department of Education (DOE), Office for Exceptional Children (OEC), local school districts may request out-of-district placements when the needs of the exceptional child cannot be met locally. However, the state will only fund out-of-state placements for those severely handicapped. This type of placement must be approved by the district child study team and the Office for Exceptional Children for the State Commissioner of Education. Other types of placements (e.g., learning disabilities and gifted children) are funded either by parents or totally by the school district and therefore do not need approval of the Department of Education.

D. Juvenile Justice

Jurisdiction over dependent, neglected, and delinquent children is held by state superior courts, organized into four districts. Judicial statute 4710.0, Section 2047, requires that all juveniles on probation or parole be placed in the custody of the commissioner of Alaska's Department of Health and Social Services (DHSS).

The Division of Corrections (DOC) within DHSS is responsible for probation, parole, and institutional services to juveniles. The division maintains one juvenile correction center, McLaughlin Youth Center in Anchorage. In addition, probation and parole services are administered by the DOC through six regions and several field offices. When a residential placement needs to be made, the commissioner appoints a regional classification committee consisting of a regional administrator, probation officers, judges, public defenders, and others, to select an appropriate placement.

Alaska has been a member of the Interstate Compact on Juveniles (ICJ) since 1960 which is administered by the DOC.

E. Mental Health and Mental Retardation

Alaska's mental health and mental retardation services are the responsibility of the Division of Mental Health and Developmental Disabilities (DMHDD) in the Department of Health and Social Services (DHSS). The demand has established 21 local community mental health districts which are subsidized by state funds from the Community Health Services Act. Every mental health district submits a yearly plan to the DMHDD for funding. According to DMHDD regulations, the state-to-local matching ratio is 90-10 in designated poverty areas. In designated nonpoverty areas, the state-to-local matching ratio is 75-25 percent. In 1978 there were no mental health districts offering direct services to the community; rather, a network of private providers were funded to deliver services.

The division reports that it does place children out of state on a voluntary basis or through assisting the child's parents or guardians. Other out-of-state placements may involve the transfer of patients from Alaska state hospitals to state hospitals in other states. This latter type of placement is arranged through the Interstate Compact on Mental Health (ICMH) which Alaska adopted in 1959. The ICMH is administered by the DMHDD.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The survey of Alaska state and local public agencies resulted in the findings discussed and tabularly displayed in the following sections. The information is presented in a manner to highlight the major questions regarding public agencies' involvement with the out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 02-2 gives an overview of the total number of out-of-state placements of children reported by Alaska state and local public agencies, by agency type, in 1978. Unfortunately, the DHSS Division of Social Services was unable to report the number of children it placed out of state in 1978, although such placements were arranged. Therefore, the total of 85 placements displayed in Table 02-2 is an underrepresentation of the actual sum.

Table 02-2 shows the State Department of Education did not arrange any out-of-state placements in 1978; however, the local school districts reported being involved in 11 such placements during that year. It can also be seen that the DHSS Division of Corrections reported arranging 74 placements for children outside of Alaska while the Division of Mental Health and Developmental Disabilities had no involvement with placements.

TABLE 02-2. ALASKA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*	0	74	0	74
Local Agency Placements	—	11	--	--	11
Total	*	11	74	0	85

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 02-9 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 02-3 displays the geographic area or division included within the jurisdiction of the 52 Alaska school districts and its estimated 1978 population of persons eight to 17 years old. Therefore, the table allows for an examination of the relationship between geography, population, and the 1978 incidence of out-of-state placements arranged by the state's school districts. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the divisions containing them. For that reason, multiple agencies may have reported from each division and the incidence reports in the table are the aggregated reports of all within them. It is important to note that school districts in the two divisions with the largest juvenile populations, Anchorage and Fairbanks, had two and four children placed out-of-state, respectively. Juneau was the only other division to report more than one out-of-state placement arranged by its school districts.

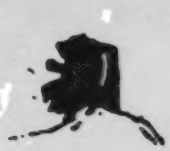


TABLE 02-3. ALASKA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

Division Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978 Education
Aleutian Islands	1,180	0
Anchorage	33,511	2
Angoon	101	0
Barrow	1,135	1
Bethel	2,626	0
Bristol Bay Borough	214	1
Bristol Bay	1,187	0
Cordova-McCarthy	459	0
Fairbanks	9,996	4
Haines	407	0
Juneau	3,444	2
Kenai-Cook Inlet	3,481	0
Ketchikan	2,204	0
Kobuk	1,277	0
Kuklak	2,056	0
Kuskokwim	679	0
Matanuska-Susitna	2,440	0
Nome	1,460	0
Outer Ketchikan	418	0
Prince of Wales	496	0
Seward	592	--
Sitka	1,403	0
Skagway-Yakutat	476	0
Southeast Fairbanks	898	1
Upper Yukon	221	0
Valdez-Chitina-Whittier	937	0
Wade Hampton	1,435	0
Wrangell-Petersburg	1,175	0
Yukon-Koyukuk	1,041	0
Total Number of Placements Arranged by Local Agencies		11
Total Number of Local Agencies Reporting		52

-- denotes Not Applicable.

a. Estimates were developed by the National Center for Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The survey of Alaska local public agencies only included the 52 public school districts, as reflected in Table 02-4. Six of these school districts, or 12 percent of the total, placed children out of state in 1978. The remaining 46 school districts were not involved in any out-of-state placements.

TABLE 02-4. ALASKA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type Education
Agencies Which Reported Out-of-State Placements	6
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0
Agencies Which Did Not Place Out of State	46
Agencies Which Did Not Participate in the Survey	0
Total Local Agencies	52

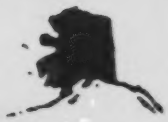
The reasons given by 46 school districts for not arranging any out-of-state placements in 1978 may help to understand more fully the previously mentioned low placement rate by these agencies. The most predominant reason given for not placing children outside of Alaska, reported in Table 02-5, was that sufficient services were available within the state. This broad statement was also reflected in a large number of agencies commenting on there being no need for out-of-state placements in 1978, a response included in the "Other" category 32 times.

TABLE 02-5. ALASKA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s) Education
Lacked Statutory Authority	2
Restricted	0
Lacked Funds	0
Sufficient Services Available In State	37
Other[b]	38
Number of Agencies Reporting No Out-of-State Placements	46
Total Number of Agencies Represented in Survey	52

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.



A great deal of interagency cooperation to arrange out-of-state placements was reported by the school districts. All but one school district cooperated with state agencies in order to place children out of state in 1978. Table 02-6 reflects this prevalence, showing that 83 percent of the school districts worked with some other agency to place 91 percent of the children out of state. Five school districts reported cooperating with the State Department of Education and one also cooperated with a state superior court.

TABLE 02-6. ALASKA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type	
	Education	
	Number	Percent
AGENCIES Reporting Out-of-State Placements	6	12[a]
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	5	83
Number of CHILDREN Placed Out of State	11	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	10	91

a. See Table 02-4.

The types of children which were placed out of state by school districts are reflected in Table 02-7. Children with special education needs, understandably, was the most common condition designated. Physical, mental, and emotional handicaps were also characteristics of these children. It is of interest to note the involvement of one local education agency in placing a child designated as a juvenile delinquent. This is the same school district which cooperated with a superior court to arrange an out-of-state placement.

TABLE 02-7. ALASKA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting Education
Physically Handicapped	2
Mentally Retarded or Developmentally Disabled	2
Unruly/Disruptive	1
Truant	0
Juvenile Delinquent	1
Mentally Ill/Emotionally Disturbed	2
Pregnant	0
Drug/Alcohol Problems	0
Battered, Abandoned, or Neglected	0
Adopted	0
Special Education Needs	3
Multiple Handicaps	1
Others	0
Number of Agencies Reporting	6

a. Some agencies reported more than one type of condition.

Because none of the Alaska school districts placed more than four children out of state, information reported in other state profiles was not gathered from Alaska local agencies.

C. Use of Interstate Compacts by State and Local Agencies

It was determined that an interstate compact was never used by any of the six Alaska school districts which arranged out-of-state placements in 1978. The exclusion of institutions primarily educational in character from the purview of a compact gives a likely explanation to this practice.

Alaska state agencies were also surveyed about the utilization of interstate compacts. Table 02-8 shows that the child welfare agency (the Division of Social Services) was unable to report on compact use for the placements with which it was involved, a number it also could not report. However, the Department of Education and the state juvenile justice agency (DOC) were able to supply this information about compact utilization. The DOE gave a similar response to the six local school districts which reported placements, saying no child was processed through a compact in 1978. In contrast, almost 14 percent of the 74 placements made by the state juvenile justice agency were reported to be arranged with the use of an interstate compact.

TABLE 02-8. ALASKA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice
Total Number of State and Local Agency-Arranged Placements	*	11	74
Total Number of Compact-Arranged Placements Reported by State Agencies	*	0	10
Percentage of Compact-Arranged Placements	*	0	14

* denotes Not Available.

D. The Out-of-State Placement Practices of State Agencies

The involvement of Alaska's state agencies in the out-of-state placement of children is directly related to the fact that two of these agencies, the Divisions of Social Services (DSS) and Corrections (DOC), are the public providers for community services, and two contribute to the funding of local services, the Department of Education (DOE) and the Division of Mental Health and Developmental Disabilities (DMHDD). However, as Table 02-9 illustrates, the ability of these state agencies to report their involvement in arranging out-of-state placement varies. The DSS, as sole public provider of child welfare services and as the agency responsible for the administration of the Interstate Compact on the Placement of Children, was unable to provide much of the information requested in the survey. Also, the Department of Education was only able to report about four children placed out of state by local school districts with the use of state funds; however, these districts reported cooperating in some manner with the DOE on the out-of-state placement of ten children.

TABLE 02-9. ALASKA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	*	0	74	0
Locally Arranged but State Funded	—	4	--	--
Court Ordered, but State Arranged and Funded	*	0	0	0
Subtotal: Placements Involving State Funding	*	4	74	0
Locally Arranged and Funded, and Reported to State	—	0	--	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	0
Others	*	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	*	4	75	0

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The state agencies had more difficulty providing information on the destination of children placed outside of Alaska as is apparent in Table 02-10. Considering that the DSS was not able to report the number of placements, it is not surprising that their destination was not reported either. The DOE indicated that it was involved with placing children in California and Oregon, states closer to the geographically isolated state, and in more distant North Dakota and Texas. The DOC was not able to report the exact locations of their arranged out-of-state placements, although California, Colorado, Maine, Oregon, South Dakota, and Texas were mentioned as the states most likely to have received its 75 placements.

TABLE 02-10. ALASKA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
California		1	
North Dakota		1	
Oregon		1	
Texas		1	
Placements for Which Destinations Could Not be Reported by State Agencies	All	0	All
Total Number of Placements	*	4	75

* denotes Not Available.

Only two of the state agencies were able to provide information about the types of children they had helped to place out of state. The DOE's response parallels closely the local school districts' reports of arranging out-of-state placements for physically, mentally, and emotionally handicapped children. In Table 02-11, one can see diversity in the characteristics of children placed out of state by the Division of Corrections. This table reflects a broader scope of court involvement than just with children in conflict with the law.

TABLE 02-11. ALASKA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	AGENCY Type[a]	
	Education	Juvenile Justice
Physically Handicapped	X	X
Mentally Handicapped	X	X
Developmentally Disabled	X	0
Unruly/Disruptive	0	0
Truants	0	0
Juvenile Delinquents	0	X
Emotionally Disturbed	X	X
Pregnant	0	0
Drug/Alcohol Problems	0	X
Battered, Abandoned, or Neglected	0	0
Adopted Children	0	0
Foster Children	0	0
Other	0	0

a. X indicates conditions reported.

A review of Table 02-12 reveals information about the expenditure of public funds by state agencies for out-of-state placements in 1978. The DSS was not able to report its expenditures for the care of children outside of Alaska. The Department of Education could only report that $19,000 in state funds was used to place children out of state in 1978. The DOC, in contrast, reported that a total of $600,000 of state revenue was expended by the agency for the children it placed out of state in 1978.

TABLE 02-12. ALASKA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type		
	Child Welfare	Education	Juvenile Justice
• State	*	$19,000	$600,000
• Federal	*	*	0
• Local	*	*	0
• Other	*	*	0
Total Reported Expenditures	*	*	$600,000

* denotes Not Available.

E. State Agencies' Knowledge of Out-of-State Placements

A final review of Alaska state and local agencies' out-of-state placement involvement and the state agencies' knowledge of their local public counterparts placement activity are presented in this portion of the state profile. Alaska's services to children are primarily state generated, but the one surveyed service type which has locally operated agencies, education, reflects a knowledge gap between the two levels of government as shown in Table 02-13. The Department of Education (DOE) could only report 36 percent of the placements determined by the local survey to have been made by school districts in 1978. The state-operated service areas, with the exception of child welfare's unavailable information, had full knowledge of their own agency's placement activity.

TABLE 02-13. ALASKA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

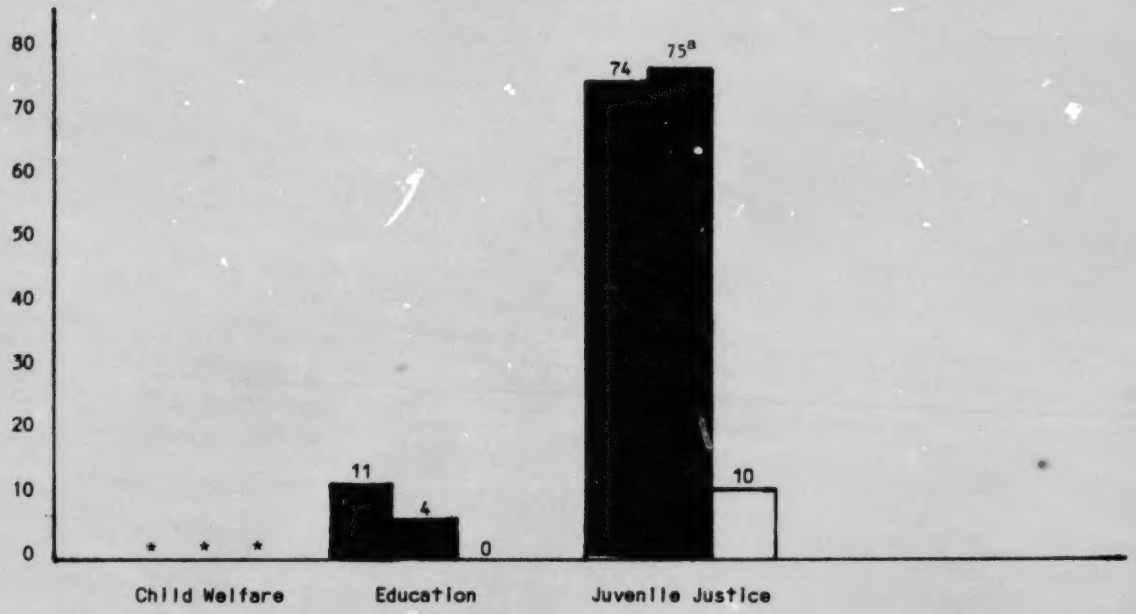
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*	11	74	0
Total Number of Placements Known to State Agencies	*	4	75	0
Percentage of Placements Known to State Agencies	*	36	100[a]	100

* denotes Not Available.

a. The state juvenile justice agency reported having knowledge of one additional placement than it reported to have arranged itself in 1978.

Because state agencies are responsible for the administration of interstate compacts, Figure 02-1 illustrates an important portion of the state agency's placement knowledge. Unfortunately, the state child welfare agency could not report 1978 incidence of placement or its utilization of interstate compacts for them. The DOE repeated the locally reported information about no 1978 compact utilization of education placements, despite its inaccurate report of locally arranged incidence of placement. The state juvenile justice agency, in contrast, reported a much greater number of children placed out of Alaska than the ten, or nearly 14 percent, which were processed through a compact in 1978, reflecting agency out-of-state placement recordkeeping other than that of a compact office. Not shown in the figure is the report of no placements or compact utilization by the state mental health and mental retardation agency.

FIGURE 02-1. ALASKA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available.

State and Local Placements

State and Local Placements Known to State Agencies

State and Local Compact-Arranged Placements Reported by State Agencies

a. The state juvenile justice agency reported having knowledge of one additional placement than it reported to have arranged itself in 1978.

V. CONCLUDING REMARKS

A systematic review of the information obtained from the survey of Alaska state and local public agencies draws several conclusions about Alaska's out-of-state placement practices in 1978. Certainly, a primary finding is the difficulty in ascertaining information about the Division of Social Service's involvement in the practice. This state child welfare agency acknowledged the arrangement of such placements, but could give no other comparable information about the agency's practices in 1978. Since local government is not involved in child welfare services, a large facet of Alaska's services to children is represented in this agency's activities which were not available for examination.

Further conclusions arising from the survey results include:

- The State Department of Education reported fewer placements than were actually made by local school districts, although these local agencies reported cooperation with the state agency on all their placements.
- The state juvenile justice agency reported a low rate of interstate compact utilization and could not report detailed information about the destination of the children it helped place out of state.
- Agencies had difficulty in identifying placement destinations, but it can be safely said that, because of Alaska's geographical location, any out-of-state placements are a great distance from the children's homes. The implications of this long distance for transportation expenses and on-site monitoring costs are important considerations.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Alaska in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN ARIZONA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local officials who contributed their time and effort to the project, particularly Diane Peterson, Deputy Associate Superintendent of Special Education, Department of Education; Calvin Patterson, Interstate Placement Specialist, Administration for Children, Youth and Families, Department of Economic Security; Pat Terry, Community Program Director for Special Populations, Division of Behavioral Health Services, Department of Health Services; Brian Lensink, Assistant Director, Division of Developmental Disabilities and Mental Retardation Services, Department of Health Services; and Elmo Dickerson, Deputy Compact Administrator, Interstate Compact on Juveniles, Department of Corrections.

II. METHODOLOGY

Information was systematically gathered about Arizona from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Arizona appears below in Table 03-1.

TABLE 03-1. ARIZONA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: DES Officials	Mailed Survey: SDE Officials	Mailed Survey: DOC Officials	Mailed Survey: DHS Officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of the 233 school districts to verify state information[a]	Telephone Survey: All 14 locally operated probation departments	Not Applicable (State Offices)

a. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Arizona has the sixth largest land area (113,414 square miles) and is the 32nd most populated state (2,225,007) in the United States. The distribution of the population varies significantly, with approximately 75 percent of the state's population residing in two of Arizona's 14 counties, Maricopa (Phoenix) and Pima (Tucson). Phoenix, the capital city, is the most populated city in the state. The estimated 1978 population of persons eight to 17 years old was 407,828.

Arizona has two Standard Metropolitan Statistical Areas; Phoenix (includes Maricopa County) and Tucson (includes Pima County). Its border states are California, Colorado, Nevada, New Mexico, and Utah, and its southernmost border is shared with Mexico.

Arizona was ranked 23rd nationally in total state and local per capita expenditures, ninth in per capita expenditures for education, and last in per capita expenditures for public welfare.[1]

B. Child Welfare

The Department of Economic Security (DES), Administration for Children, Youth and Families (ACYF), is responsible for child welfare services in Arizona. The ACYF is divided into six districts and 25 suboffices which administer services including child protection, day care, shelter care, adoption, and foster care. The ACYF does allocate funds for the out-of-state placement of children in its custody as well as children that are in the custody of the juvenile probation departments.

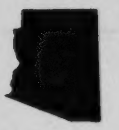
Since 1976, Arizona has been a member of the Interstate Compact on the Placement of Children (ICPC) and has delegated the responsibility for administering this compact to ACYF. ACYF also has involvement with the interstate placement of children by monitoring all child care facilities in Arizona.

C. Education

The Arizona State Department of Education (SDE) is responsible for the implementation of legislation and statewide policy concerning public and private education. The SDE also has important responsibilities related to regulating the out-of-state placement of children by local school districts. In Arizona there are 233 local school districts which provide, in addition to a normal curriculum, specialized programs for children. These school districts can place children in an out-of-state special education school. However, these placements must be made in accordance with the State Board of Education administrative code.[2] The code limits out-of-state placements to children diagnosed as handicapped pursuant to Arizona Revised Statutes[3] (the categories of physically handicapped, visually handicapped, hearing handicapped, trainable mentally handicapped, multiple handicapped, and seriously emotionally handicapped). Further, the request for out-of-state placements must be made with and approved by the Division of Special Education, State Department of Education. In addition, the prospective out-of-state facility must be approved and licensed by the other state's Department of Education. The administrative code also states that out-of-state placements may only be arranged when no adequate program exists within Arizona and the designated out-of-state facility in the "least expensive alternative." Reportedly, the SDE can report the number of children placed out of state by the 233 school districts because the agency is required to approve all such placements.

D. Juvenile Justice

The Juvenile Division within the Arizona Department of Corrections (DOC) has responsibility for juvenile corrections and aftercare. The major services administered by this agency include the operation of institutions, camps, ranches, aftercare supervision, and community-based corrections. The agency also administers the Interstate Compact on Juveniles (ICJ) since adoption by the state legislature in 1961.



The superior courts of Arizona have jurisdiction in all matters affecting dependent, neglected, incorrigible, or delinquent children. Both courts and probation departments are county-operated agencies. Separate juvenile courts have been established in each county and have direct administrative responsibility for probation. Although out-of-state placements ordered by courts or initiated by probation staff should be arranged through an interstate compact, some placements, particularly those made without the expenditure of public funds, are made without compact intervention and therefore would be unknown to DOC or ACYF officials.

E. Mental Health

The Arizona Department of Health Services (DHS) has responsibility for mental health care through its Division of Behavioral Health Services (BHS). More specifically, the BHS has two basic functions. The first function is to provide in-patient care and adolescent services at the Arizona State Hospital, located in Phoenix. The second function of BHS involves the allocation of funds to private community centers which provide mental health services. Community centers responsible for providing mental health services are subsidized by the BHS through grant awards and by private contracting. The BHS makes recommendations to ACYF and DOC concerning the placement of certain clients upon their discharge from state facilities, but has no authority or funds to independently arrange residential placements in Arizona or other states.

Arizona has not enacted the Interstate Compact on Mental Health.

F. Mental Retardation

The Arizona Department of Economic Security (DES) also has responsibility for providing mental retardation services through its Division of Developmental Disabilities and Mental Retardation Services (DDD/MRS). There are no local mental retardation services under the auspices of county governments. Instead, local services are arranged through contractual agreements between DDD/MRS and private agencies. In addition, DDD/MRS has recently assumed responsibility for foster care of retarded children and directly operates three state mental retardation institutions and 12 group homes. Similar to the BHS, DDD/MRS has no authority or funds to independently arrange residential placements for children in Arizona or other states.

One major issue which may encourage out-of-state placements is the reported lack of in-state facilities for severely disturbed youth. Although there are numerous residential treatment facilities in Arizona for youth, most of them will not accept severely disturbed youth. The BHS is presently involved in an intergovernmental cooperative effort to address this issue with representatives from DES, DOC, the juvenile court system, and DDD/MRS. It was suggested by state officials that unless more in-state services are made available to severely emotionally disturbed youth, out-of-state placements may be required.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion presents findings from the survey of Arizona state and local public agencies. The discussion and tabular display is organized to include the major questions asked about out-of-state placement of children.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 03-2 presents an overall picture of the number of out-of-state placements arranged by Arizona state and local public agencies in 1978, by agency type. The table shows that a maximum of 186 children were reported placed out of state by Arizona state and local agencies in 1978. However, that figure is, in fact, an underrepresentation of the total sum of out-of-state placements made that year. The

Department of Corrections (DOC) was unable to completely report about its involvement in arranging out-of-state placements, leaving a lack of information about this agency's practices.

A further review of Table 03-2 closely reflects the out-of-state placement policies discussed earlier. The BHS and DDD/MRS do not have direct placement authority and are restricted financially from placing children out of state. Consequently, these agencies were not involved in arranging any out-of-state placements except for two children the DDD/MRS helped place without the expenditure of state funds.

The Arizona agencies with direct placement authority, with the exception of DOC, were able to provide information about the total number of children they placed out of state in 1978. The ACYF helped arrange 163 such placements, which was the highest number reported by any agency type in either level of government. In contrast, only one child was placed outside of Arizona by local education agencies, and local juvenile justice agencies reported arranging placements for a total of 20 children out of state.

TABLE 03-2. ARIZONA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type					
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation	Total
State Agency Placements[a]	163	0	*	0	2	165
Local Agency Placements	--	1	20	--	--	21
Total	163	1	20	0	2	186

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 03-12 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 03-3 displays information about the number of out-of-state placements arranged by the local school districts and local juvenile justice agencies by their county of jurisdiction. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county, and the incidence reports in the table are the aggregated reports of all within them. The estimated 1978 population of persons eight to 17 years old in each county is also given so that an examination is possible about the relationship of geography, population, and the reported incidence of out-of-state placements.

Review of Table 03-3 shows that the Pima County juvenile justice agency, serving the county with the second largest juvenile population in the state, was the agency which did not participate in the survey. It can also be seen that Maricopa County, with Arizona's largest juvenile population, had a total of five children placed out of state in 1978, and was the only county with a school district arranging such placements. Interestingly, counties with much smaller youth populations in which the local juvenile justice agencies reported arranging out-of-state placements are typically located contiguous to other states. For example, Apache, Mohave, and Yuma Counties are each located next to other states.

TABLE 03-3. ARIZONA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Apache	10,477	0	5
Cochise	14,261	0	0
Coconino	13,716	0	0
Gila	6,230	0	0
Graham	3,785	0	4
Greenlee	2,252	0	0
Maricopa	216,344	1	4
Mohave	6,449	0	2
Navajo	15,049	0	0
Pima	77,923	0	*
Pinal	17,680	0	1
Santa Cruz	3,688	0	0
Yavapai	7,546	0	0
Yuma	12,428	0	4
Total Number of Placements Arranged by Local Agencies (total may include duplicated count)		1	20
Total Number of Local Agencies Reporting		233	13

* denotes Not Available.

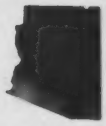
a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of Arizona's local public agencies in arranging out-of-state placements in 1978 is displayed in Table 03-4. These local public agencies represent a total of 247 agencies: all 233 local school districts and 14 local juvenile justice agencies. As illustrated by Table 03-4, over 99 percent of the local school districts and 54 percent of the responding local juvenile justice agencies did not place children out of state in 1978. Therefore, only about three percent of the 246 reporting local agencies were involved in arranging out-of-state placements for children. One local juvenile justice agency refused to participate in the survey.

TABLE 03-4. ARIZONA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type	
	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	1	6
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0
Agencies Which Did Not Place Out of State	232	7
Agencies Which Did Not Participate in the Survey	0	1
Total Number of Local Agencies	233	14



The reporting local agencies which did not arrange out-of-state placements (97 percent) were able to provide reasons for not becoming involved in the practice. Table 03-5 indicates that both local education and juvenile justice agencies most frequently reported that sufficient services were available for children within Arizona. Local school districts also noted frequently that they simply had no need for any out-of-state services in that year ("Other" category). It is of interest to note that three juvenile justice agencies reported having no funds for out-of-state placements.

TABLE 03-5. ARIZONA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)	
	Education	Juvenile Justice
Lacked Statutory Authority	8	0
Restricted[b]	1	0
Lacked Funds	2	3
Sufficient Services Available In State	230	6
Other[c]	214	0
Number of Agencies Reporting No Out-of-State Placements	232	7
Total Number of Agencies Represented in Survey	233	13

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The extent of interagency cooperation to arrange out-of-state placements by local school districts and juvenile justice agencies is represented in Table 03-6. Interagency cooperation for the one educational placement involved arrangements for securing the approval of the State Department of Education. One local juvenile justice agency also reported interagency cooperation to arrange five out-of-state placements. This cooperation was related to receiving funding assistance from the ACYF. Because these locally arranged placements involved cooperation only with state agencies, it can be assured that an unduplicated count of 21 children were placed out of state by local public agencies.

TABLE 03-6. ARIZONA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements	1	0.004	6	46[a]
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	1	100	1	17
Number of CHILDREN Placed Out of State	1	100	20	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	1	100	5	25

a. See Table 03-4.

Information about the types of children who were placed out of state in 1978 by Arizona's local public agencies is displayed in Table 03-7. Consistent with their service population, unruly/disruptive, juvenile delinquent, and battered, abandoned, or neglected children were most frequently reported by the juvenile probation departments and superior courts. The one school district that arranged an out-of-state placement characterized the child as multiple handicapped. Due to Arizona education laws, which limit the types of children that can be placed, it could be assumed that the school districts would be placing only those children falling under the statute's definition.

TABLE 03-7. ARIZONA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of Agencies Reporting	
	Education	Juvenile Justice
Physically Handicapped	0	0
Mentally Retarded or Developmentally Disabled	0	0
Unruly/Disruptive	0	3
Truant	0	0

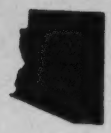


TABLE 03-7. (Continued)

Types of Conditions[a]	Number of Agencies Reporting	
	Education	Juvenile Justice
Juvenile Delinquent	0	5
Mentally Ill/Emotionally Disturbed	0	0
Pregnant	0	0
Drug/Alcohol Problems	0	0
Battered, Abandoned, or Neglected	0	2
Adopted	0	0
Special Education Needs	0	0
Multiple Handicaps	1	0
Others	0	0
Number of Agencies Reporting	1	6

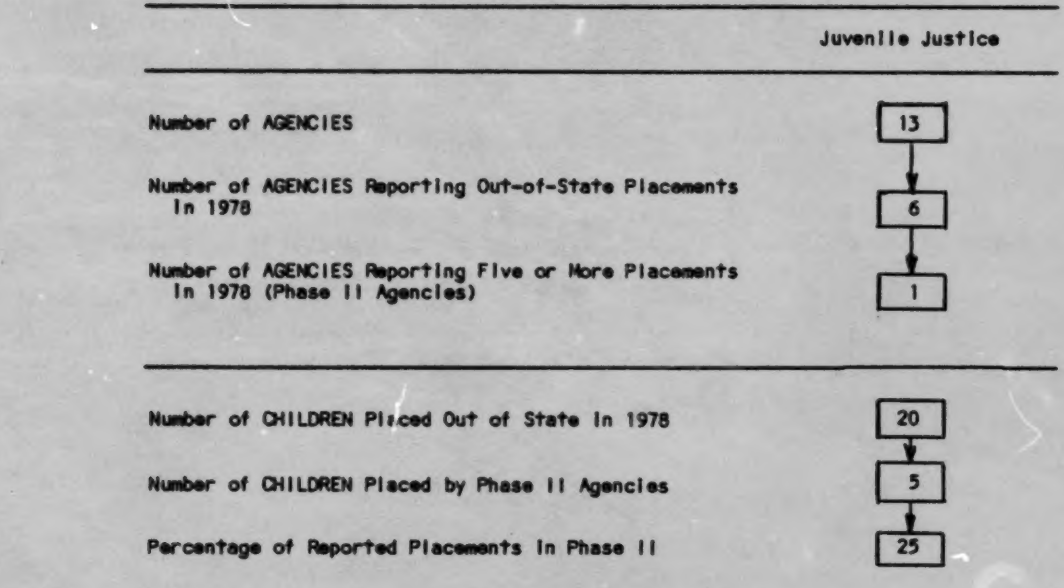
a. Some agencies reported more than one type of condition.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. Table 03-3 revealed that only one Phase II agency existed in Arizona, a local juvenile justice agency. This section reviews the additional responses given by this agency.

The relationship between the number of local juvenile justice agencies surveyed and the number of out-of-state placements reported, and the Phase II juvenile justice agency's and placements is illustrated in Figure 03-1. It is shown in this figure that the one Phase II agency was among six placing juvenile justice agencies, and had arranged 25 percent of the total local juvenile justice placements. Table 03-3 revealed that this Phase II juvenile justice agency had jurisdiction in Apache County, which borders the states of New Mexico, Colorado, and Utah.

FIGURE 03-1. ARIZONA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

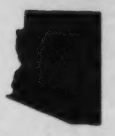

Juvenile Justice
Number of AGENCIES
13
Number of AGENCIES Reporting Out-of-State Placements In 1978
6
Number of AGENCIES Reporting Five or More Placements In 1978 (Phase II Agencies)
1
Number of CHILDREN Placed Out of State In 1978
20
Number of CHILDREN Placed by Phase II Agencies
5
Percentage of Reported Placements in Phase II
25

The one local juvenile justice agency which arranged five out-of-state placements in 1978 was asked to report the destinations of the children placed. As can be seen in Table 03-8, three of the five children were placed by the agency into California, one of Arizona's border states. The other two children were sent to residential care in Arkansas and Kansas.

TABLE 03-8. ARIZONA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed Juvenile Justice
Arkansas	1
California	3
Kansas	1
Placements for Which Destinations Could Not be Reported by Phase II Agencies	0
Total Number of Phase II Agencies	1
Total Number of Children Placed by Phase II Agencies	5

The one local Phase II juvenile justice agency was asked to describe the reasons for arranging those placements. It was indicated that the placements were arranged so that the children could live with relatives. Monitoring of these placements was generally conducted on a quarterly basis, by means of on-site visits, written progress reports, and periodic telephone calls. No public revenue was expended by the agency for arranging those five placements. It was reported that transportation costs were paid by relatives, parents, and ACYF.



D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to the study concerns the extent to which children are placed out of state through interstate compacts. As can be determined in Table 03-9, the one school district and two of the local juvenile justice agencies which arranged out-of-state placements in 1978 did not use an interstate compact for any of the children they placed out of state. The table further shows that the four local juvenile justice agencies which reported compact use were agencies which arranged four or less out-of-state placements.

TABLE 03-9. ARIZONA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	1	5
• Number Using Compacts	0	4
• Number Not Using Compacts	1	1
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	0	1
• Number Using Compacts	--	0
Interstate Compact on the Placement of Children	--	0
Yes	--	0
No	--	1
Don't Know	--	0
Interstate Compact on Juveniles		
Yes	--	0
No	--	1
Don't Know	--	0
Interstate Compact on Mental Health[a]		
Yes	--	--
No	--	--
Don't Know	--	--
• Number Not Using Compacts	--	1
• Number with Compact Use Unknown	--	0
TOTALS		
Number of AGENCIES Placing Children Out of State	1	6
Number of AGENCIES Using Compacts	0	4
Number of AGENCIES Not Using Compacts	1	2
Number of AGENCIES with Compact Use Unknown	0	0

-- denotes Not Applicable.

a. Arizona had not enacted the Interstate Compact on Mental Health in 1978.

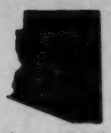
Further information about the utilization of interstate compacts for arranging out-of-state placements is given in Table 03-10. Table 03-10 indicates the number of children who were or were not placed out of state in 1978 with a compact. It can be seen that a total of ten children--one placed by a local education agency and nine placed by local juvenile justice agencies--were placed out of state in 1978 without a compact. Of the remaining 11 out-of-state placements arranged by local juvenile justice agencies, four were placed through a compact and compact use was not determined for the other seven.

TABLE 03-10. ARIZONA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN	
	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	1	15
• Number Placed with Compact Use	0	4
• Number Placed without Compact Use	1	4
• Number Placed with Compact Use Unknown[a]	0	7
CHILDREN PLACED BY PHASE II AGENCIES	0	5
• Number Placed with Compact Use	--	0
Number through Interstate Compact on the Placement of Children	--	0
Number through Interstate Compact on Juveniles	--	0
Number through Interstate Compact on Mental Health[b]	--	--
• Number Placed without Compact Use	--	5
• Number Placed with Compact Use Unknown	--	0
TOTALS		
Number of CHILDREN Placed Out of State	1	20
Number of CHILDREN Placed with Compact Use	0	4
Number of CHILDREN Placed without Compact Use	1	9
Number of CHILDREN Placed with Compact Use Unknown	0	7

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placements. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement, and the others are included in the category "number placed with compact use unknown."

b. Arizona had not enacted the Interstate Compact on Mental Health in 1978.



A graphic summarization about the utilization of interstate compacts for the 20 children placed out of state by Arizona local juvenile justice agencies is illustrated in Figure 03-2. The figure clearly shows the porportion of the 20 out-of-state placements made by these agencies which were non-compact arranged, compact arranged, and undetermined with respect to compact use.

FIGURE 03-2. ARIZONA: THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

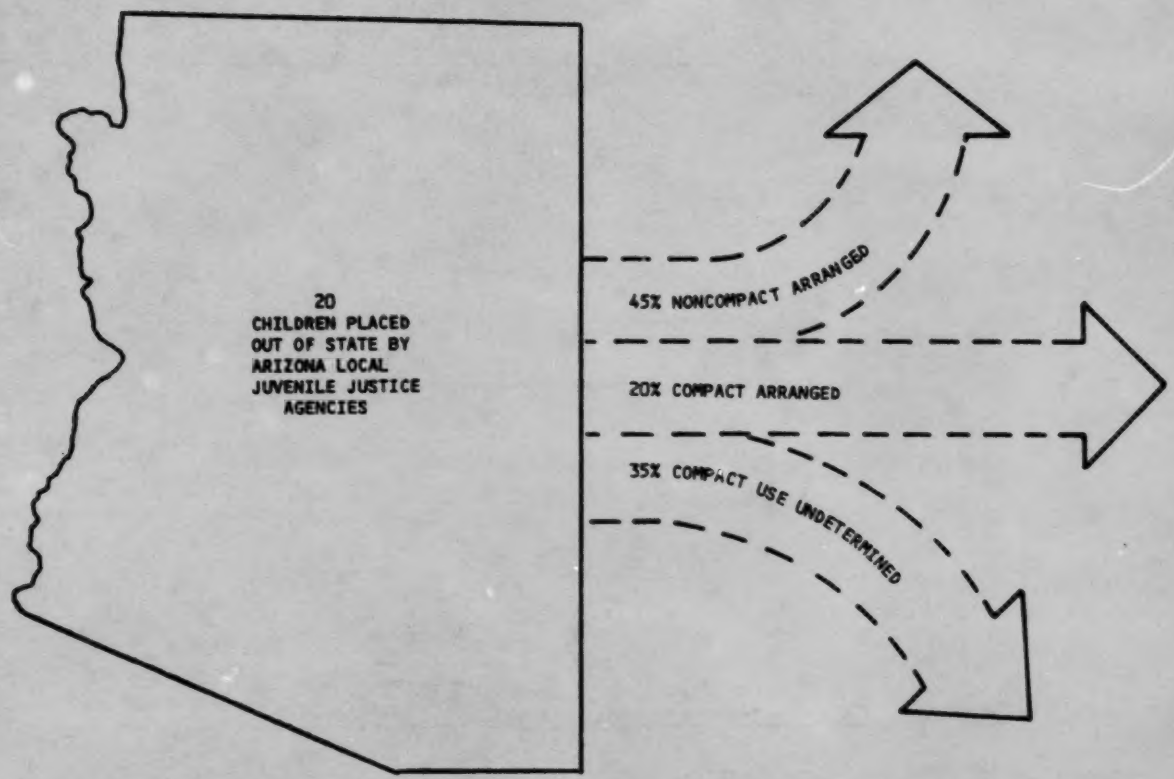


Table 03-11 provides a summary analysis of compact utilization by local and state agencies. This table examines the relationship between the total number of out-of-state placements arranged by both state and local agencies in 1978, and the number of compact-arranged placements reported by state agencies. All 163 out-of-state placements reported by the state child welfare agency were arranged through a compact. It should be recalled that the agency administratively houses the Interstate Compact on the Placement of Children. Thirty-two placements were known to DOC to have been processed through an interstate compact. DOC, however, could not report how many placements they had arranged and, therefore, compact utilization for juvenile justice could not be determined. It can be concluded, however, by referencing Table 03-10, that at least nine local juvenile justice placements did not make compact use and, therefore, there was not complete compact utilization.

Finally, the two children placed out of state with the help of the state mental retardation agency were not arranged through a compact; nor was the placement reported by the state education agency.

TABLE 03-11. ARIZONA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Retardation
Total Number of State and Local Agency-Arranged Placements	163	1	*	2
Total Number of Compact-Arranged Placements Reported by State Agencies	163	0	32	0
Percentage of Compact-Arranged Placements	100	0	*	0

* denotes Not Available.

E. The Out-of-State Placement Practices of State Agencies

Table 03-12 illustrates the ability of state agencies in Arizona to report their involvement in arranging out-of-state placements in 1978. It is clear in the table that the Administration for Children, Youth and Families (the state child welfare agency) was the state agency most involved in placing children out of state. This state agency could report the number of children it helped place outside of Arizona in 1978 and the agency's specific types of involvement. Over one-half of these 163 out-of-state placements involved state funding. The remaining placements were arranged with relatives in other states and involved no state funding.

The Department of Corrections (DOC), on the other hand, could report only the total number of children placed out of state with its assistance or knowledge and could not specify its involvement with the particular types of placement arrangements. This state agency's inability to isolate those out-of-state placements, which were arranged and possibly funded by local probation departments, relates directly to the discussion preceding Table 03-2 about the problem of avoiding a duplicative total.

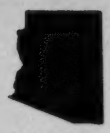


Table 03-12 also reveals the involvement of state agencies responsible for education, mental health, and mental retardation in arranging out-of-state placements in 1978. The SDE reported that one out-of-state placement was arranged by local school districts, and the preceding discussion of local agency practices confirmed the accuracy of this information. It should also be observed that the involvement of the BHS and DDD/MRS indicated in Table 03-12 is consistent with the policies described in Section III.

TABLE 03-12. ARIZONA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Arranged and Funded	53	0	0	0	0
Locally Arranged but State Funded	—	0	*	--	--
Court Ordered, but State Arranged and Funded	40	0	*	0	0
Subtotal: Placements Involving State Funding	93	0	*	0	0
Locally Arranged and Funded, and Reported to State	—	1	*	--	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	0	0	0	0	2
Others	70[a]	0	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[b]	163	1	32	0	2

* denotes Not Available.
-- denotes Not Applicable.

a. The Administration for Children, Youth and Families indicated that these 70 placements involved no state funding and were all placements with relatives in other states.

b. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The variance in state agencies' ability to provide certain information about the out-of-state placements in which they were involved is further reflected in Table 03-13, which displays reported information about the destination of out-of-state placements known to state agencies. Neither the Departments of Corrections nor Education was able to supply such information. However, the ACYF and DDD/MRS reported the destinations of all the children placed out of state involving their agencies. A closer review of Table 03-13 reveals that the majority of the children placed out of state by the ACYF were placed in the pacific, mountain, and west south-central regions of the country. Included in these three regions are Arizona's contiguous states, which received 36 percent of ACYF's total reported out-of-state placements and one of DDD/MRS' reported out-of-state placements.

TABLE 03-13. ARIZONA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
Alaska	2			0
California	38			1
Colorado	10			0
Connecticut	1			0
Delaware	1			0
Florida	3			0
Georgia	1			0
Idaho	6			0
Illinois	2			0
Iowa	3			0
Kansas	1			0
Kentucky	1			0
Louisiana	10			0
Maryland	3			0
Massachusetts	3			0
Minnesota	1			0
Mississippi	2			0
Missouri	3			0
Montana	1			0
Nebraska	2			0
New Mexico	9			0
New York	3			0
North Carolina	1			0
Ohio	6			0
Oklahoma	9			0
Oregon	3			0
Pennsylvania	2			0
Texas	16			1
Utah	3			0
Washington	9			0
West Virginia	1			0
Wyoming	7			0
Placements for Which Destinations Could Not be Reported by State Agencies	0	All	All	0
Total Number of Placements	163	1	32	2

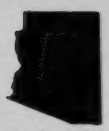


Table 03-14 illustrates the conditions of the children placed out of state in 1978, as reported by Arizona state agencies. The state child welfare agency (ACYF) reported a wide range of conditions, including all handicaps and juvenile delinquency. It should be recalled that Section III of this profile discussed ACYF's provision of funds for juvenile probation departments' placements. The other state agencies reported conditions typically serviced by their agency. Total public expenditures for these state agency out-of-state placements in 1978 were not accessible. However, the most frequently used category of placement reported was psychiatric hospitals by the state education agency; residential treatment centers by the mental retardation agency; and relatives' homes by the state child welfare and juvenile justice agencies.

TABLE 03-14. ARIZONA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
Physically Handicapped	X	0	0	0
Mentally Handicapped	X	0	0	X
Developmentally Disabled	X	0	0	0
Unruly/Disruptive	X	0	X	0
Truants	X	0	X	0
Juvenile Delinquents	X	0	X	0
Emotionally Disturbed	X	0	0	0
Pregnant	X	0	0	0
Drug/Alcohol Problems	X	0	0	0
Battered, Abandoned, or Neglected	X	0	0	0
Adopted Children	X	0	0	0
Foster Children	X	0	0	0
Multiple Handicaps	0	X	0	0

a. X indicates conditions reported.

F. State Agencies' Knowledge of Out-of-State Placements

This section describes Arizona state agencies' ability to report out-of-state placements. Referring to Table 03-15, it is apparent that the agencies solely under state government had complete knowledge of out-of-state placements. Similarly, the state education agency having local counterparts also was able to report state and local placement activity. Although DOC could report 32 placements were compact arranged, the department was unable to distinguish between state and local involvement of these placements and, therefore, knowledge of placements could not be determined.

TABLE 03-15. ARIZONA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

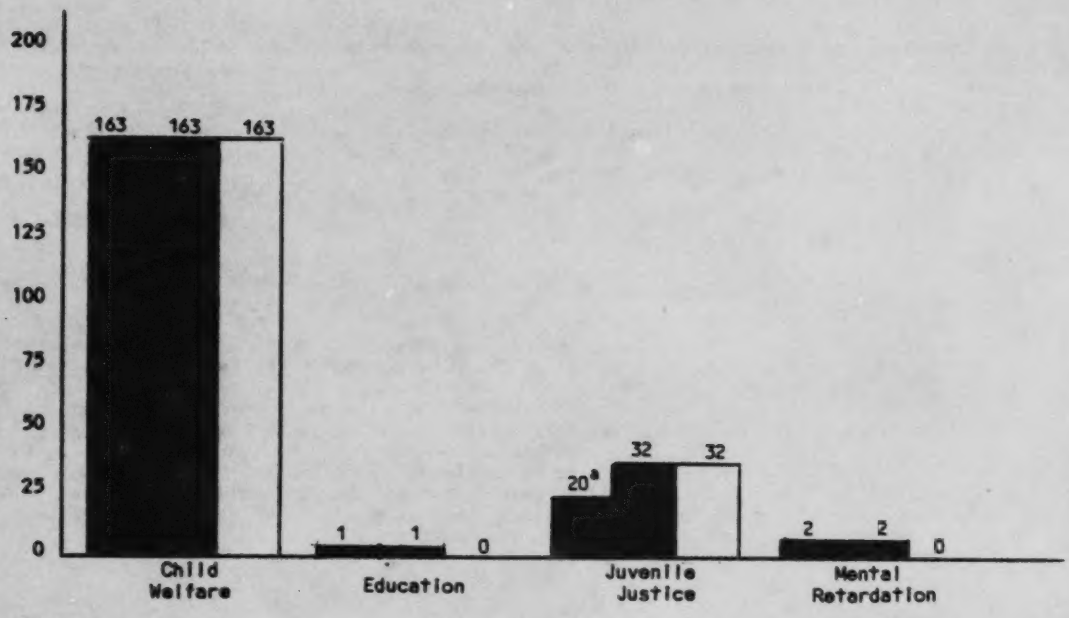
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Total Number of State and Local Agency Placements	163	1	*	0	2
Total Number of Placements Known to State Agencies	163	1	32	0	2
Percentage of Placements Known to State Agencies	100	100	*	100	100

* denotes Not Available.

Figure 03-3 graphically displays Table 03-15 and Table 03-11, which reflects the level of reporting by state agencies on placement activity and compact use.

The question raised earlier in this section about DOC's ability to report out-of-state placements becomes more complex at this point. As mentioned in Table 03-11 discussion, at least nine local juvenile justice placements did not involve compact use. It can be concluded from Figure 03-3 that those nine local placements were not included among the 32 reported by DOC. Consequently, DOC's ability to report about locally arranged out-of-state placements is directly linked to compact use.

FIGURE 03-3. ARIZONA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. DOC reported 32 placements, but could not distinguish between local or state involvement for these placements.

V. CONCLUDING REMARKS

Several conclusions can be drawn from the survey of Arizona state and local public agencies about their involvement in the out-of-state placement of children. An important finding was two state agencies' reports of 100 percent utilization of interstate compacts for the placement of these children into other states. Considering the child welfare agency's (DES-ACYF) involvement in over 82 percent of the state agency-reported placements, the high rate of compact use within that agency is very significant.

Additional implications that have emerged about out-of-state placement practices include:

- The conditions of the children placed out of state by DES-ACYF reflect a very wide range of needs serviced by the child welfare agency, which is influenced by the agency's subsidization of local juvenile justice agency out-of-state placements.
- The state juvenile justice agency had an apparent lack of knowledge of at least 45 percent (nine children) of local juvenile justice agency-arranged out-of-state placements. This lack of knowledge appears to be linked to the fact that these placements were not compact

arranged, which is the probable source of information about locally initiated out-of-state placements.

- The Division of Developmental Disabilities and Mental Retardation Services, despite reported financial restrictions, has helped to place children out of state without the use of public funds.

- The State Department of Education effectively regulated the out-of-state placement practices of local school districts in 1978, as evidenced by its ability to accurately report the number of children placed out of state by the local education agencies.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Arizona in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.
Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.
The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.
2. Arizona State Board of Education, Administrative Code R7-2-403.
3. Arizona Revised Statutes, Section 15-1011.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN CALIFORNIA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Clyde Chantry and Charles R. Johannsen, Special Education Consultants, Department of Education; Pearl West, Director, California Youth Authority; Betsey Burke, Director, Office of Children and Youth, Department of Mental Health; Bernice Aguilar, Patient Transfer Office, Department of Mental Health; Mary Sullivan, Chief, Adoptions Branch, Department of Social Services; and Cheryl Blakely, Chief, Child Protection Bureau.

II. METHODOLOGY

Information was systematically gathered about California from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used as a follow-up to the telephone interview to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in California appears below in Table 05-1.

TABLE 05-1. CALIFORNIA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: HWA officials	Mailed Survey: DOE officials	Mailed Survey: HWA officials	Mailed Survey: HWA officials	Mailed Survey: HWA officials
Local Agencies[a]	Telephone Survey: All 58 child welfare agencies	Telephone Survey: All 1,033 school districts	Telephone Survey: 57 local probation offices	Telephone Survey: 56 mental health agencies	Not Applicable (State Offices)

a. The telephone survey of the 1,033 school districts was conducted by the Ohio Management and Research Group under a subcontract to the Academy.

The Academy also conducted an intensive on-site case study in California. The results from the case study are included in a companion publication entitled The Out-of-State Placement of Children: A Search for Rights, Boundaries, Services.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

California has the third largest land area (156,361 square miles) and is the most populated state (21,202,559) in the United States. It has 125 cities with populations over 25,000 and 21 cities with populations over 100,000. In addition, it has 57 counties and one city-county consolidation (San Francisco), with five counties having populations of over 1,000,000: Alameda (Oakland), Los Angeles (Los Angeles), Orange (Anaheim), San Diego (San Diego), and Santa Clara (San Jose). Los Angeles is the most populated city in the state, with a population over 2,000,000. Sacramento, the capital, is the sixth most populated city in the state with a population of approximately 260,000. The 1978 estimated population of persons eight to 17 years old was 3,596,506.

California has 17 Standard Metropolitan Statistical Areas and over 95 percent of the state's population lives in them. States contiguous to California are Nevada, Arizona, and Oregon. Mexico borders on the south and southwest for a short distance.

California has a vast and complex system for administering services to children and youth. Within the recently reorganized Health and Welfare Agency, there are six major departments responsible for children and youth programs: Social Services, Health Services, Developmental Services, Mental Health, Employment Development, and Youth Authority. The state was ranked sixth nationally in total state and local per capita expenditures, 10th in per capita expenditures for education, and third in per capita expenditures for public welfare.[1]

B. Child Welfare

The California Department of Social Services' (DSS) Adult and Family Services Division is the primary agency responsible for children and youth services within the state's Health and Welfare Agency (HWA). This division has branches and bureaus handling child protection, foster care, adoption, and also has coordinating responsibilities with other state agencies serving children.

The Family and Children Services Branch of the Adult and Family Services Division has responsibility for establishing minimum standards for services administered in the 58 county child welfare agencies. The Adoptions Branch of the division has similar responsibilities for public and private adoption agencies. Licensing of all types of foster care settings is the responsibility of the Community Care Licensing Division.

The administration of the Interstate Compact on the Placement of Children (ICPC), of which California has been a member since 1974, occurs in several areas of the DSS. The Adoptions Branch of the Adult and Family Services Division administers ICPC for adoption cases. The Family and Children Services Branch of the same division administers the compact for foster care placements. However, operations for this component of ICPC are located in the Public Inquiry and Response Section of the Planning and Review Division.

California's 58 county-administered welfare departments receive 75 percent of their funding from DSS and 25 percent from local sources. The specific organization of child welfare services at the local levels varies by county but, in general, adoption services are in a separate division from child protection, dependency, and placement services. In Los Angeles County, adoptions are handled by a completely separate public agency, the Los Angeles County Department of Adoptions, and services are provided to the Bureau of Social Services within the Los Angeles County Department of Public Social Services under a contract agreement. In addition, in some counties, the county commissioners have chosen to retain services for dependency cases within probation departments, along with services for status offenders and delinquents. Counties in which dependency cases are the responsibility of probation departments include Alpine, Imperial, Inyo, Mariposa, Modoc, Mono, Santa Clara, Siskiyou, Tehama, and

Tolumne. Counties in which responsibility for dependency cases is shared by the local child welfare and probation agencies include Alameda, Calaveras, Glenn, Lake, Marin, Napa, San Benito, San Francisco, and Sonoma.

C. Education

The California Department of Education (DOE) has the major responsibility for the state's educational system. The 1,033 school districts in California are 90 percent funded by state revenue.

Local education agencies can place handicapped children out of state in accordance with the Department of Education administrative code.[2] The code stipulates that children may be placed in nonpublic residential programs out of state when no appropriate public or private day program is available to meet their specific educational needs within a reasonable distance from their home. All costs incurred by school districts resulting from placing children in public special education programs and 70 percent of the costs associated with placements in private special education programs are paid by the DOE. When placing children out of state for special education services, the local education agency may contract only with facilities which have been approved by the DOE. In addition, Sections 3107 and 3307 of the Department of Education's Administrative Code require that a child's individualized education program must be reviewed at least annually by the local school district.

D. Juvenile Justice

The California Youth Authority (CYA) was one of six major components of the Health and Welfare Agency (HWA) responsible for children and youth programs at the time of the study. Since that time, the CYA has been merged into the newly created Department of Youth and Adult Corrections. CYA agencies are still responsible for the confinement and aftercare of all youth adjudicated delinquent and committed to the agency by superior courts in each of California's 58 counties.

CYA's Institutions and Camps Branch manages 16 facilities for delinquents and the Parole Service Branch supervises parole in all of the counties. Detention, residential treatment facilities, and probation programs are operated by the counties.

Under Section 887 of the Welfare and Institutions Code, CYA may reimburse counties for the cost of maintaining a child in a home or camp which meets the standards established by the CYA. The proportion of expenditures for which counties may be reimbursed is 50 percent of the maintenance cost per child, or $95 per child per month, whichever is lower.

California has been a member of the Interstate Compact on Juveniles (ICJ) since 1955, and the CYA administers this compact. It was reported that the juvenile divisions of the superior courts as well as juvenile probation departments may place juveniles out of state without arranging the placements through the ICJ.

E. Mental Health

Within the Health and Welfare Agency, the Department of Mental Health (DMH) is responsible for the administration of state mental health hospitals and the supervision of county-administered community mental health services. There are 57 county, multicounty, or municipally (Berkley and Pomona) administered mental health agencies in California.

The DMH operates under legislation that provides for allocations from the general fund to be made to each of the county mental health agencies, after approval of an annual plan. Upon approval of that plan, state revenue is awarded to each of the counties to use, as stated in the plan, for specified services and target groups. Monies allocated for children's mental health services may be used to purchase residential care in public and private facilities, either out of county or out of state. Since counties allocate differing proportions of their annual mental health budget to programs for children and youth, the level and type of services offered vary in the state.

California is not a member of the Interstate Compact on Mental Health, but there are some policies and restrictions on placing children in other states. The supervision of patient transfers, originating

from county mental health agencies, regional centers of the Department of Developmental Services (DDS), and state hospitals operated by either DMH or DDS, are processed by the DMH Patient Transfer Office. Personnel in the Patient Transfer Office report that Sections 4119-4120 of the California Welfare and Institutions Code authorize the office to arrange placements in public hospitals in other states when there is a change of legal residence, such as when a parent or guardian of a hospitalized child moves to another state.

F. Mental Retardation

Services to California mentally retarded or developmentally disabled children are provided by 21 private nonprofit agencies in service regions which are funded and supervised by the Department of Developmental Services (DDS) which is also within the State Health and Welfare Agency.

DDS negotiates an annual contract for funding with each of these regional centers and monitors contract implementation by receiving fiscal and programmatic reports from each of the centers. The centers must receive a reimbursement from DDS for all residential care which is to be funded with DDS revenues. It was reported that DDS does not provide such reimbursements for placements in other states.

G. Recent Developments

Since January 1, 1975, the California Youth Authority (CYA) has refused to accept commitments of "601s," i.e., status offenders as defined by Section 601 of the California Welfare and Institutions Code. It has been reported that since January 1, 1977, CYA may not accept 601s for placement in its secure institutions as a matter of state law. Thus, among all juveniles who are referred to the juvenile courts, only delinquents (602s) may be committed to the custody of the CYA.

CYA also receives youthful offenders committed to it by criminal courts. California recently worked out an agreement with the Office of Juvenile Justice and Delinquency Prevention to come into full compliance with federal requirements for the deinstitutionalization of status offenders and the separation of young offenders from those over 18 years old. California's Office of Criminal Justice Planning is in charge of developing federally funded community programs for status offenders and delinquents. Many of these programs are contracted to private nonprofit or public agencies. They include diversion, restitution, intervention, and prevention projects.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The following discussion and presentation of data includes the findings from the survey of state and local public agencies in California. The data is presented in such a way that it addresses the major issues and questions relating to out-of-state placements that were raised in the introduction. It is important to note that data relating to the state child welfare agency is portrayed in two segments. This action was taken because information was collected separately from the divisions responsible for foster care and adoptions within DSS. This separation has also been maintained because of the presence of noteworthy differences in out-of-state placement practices between the two operations. The survey information has been presented in the following tables with the designations of Child Welfare I for adoptions data and Child Welfare II for foster care data.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 05-2 provides a summary of the incidence of out-of-state placements in 1978 reported by California state and local public agencies. A total of 508 children were reported placed out of state by California state and local public agencies in 1978. However, this figure should be considered with an understanding that the number of placements reported by any single agency may have involved another

agency's cooperation. Therefore, the total figure presented may be an overrepresentation of the involvement of public agencies in arranging out-of-state placements. (Further information about interagency cooperation is given in Table 05-6.)

One of the most interesting findings shown in Table 05-2 is the lack of out-of-state placements arranged by state agencies. Only the California Youth Authority placed children out of state in 1978, but the agency was unable to report the number of children involved.

Table 05-2 also shows that local probation departments reported arranging 230 out-of-state placements which represents 45 percent of all such placements identified in the survey. The second highest number of out-of-state placements were reported by local child welfare agencies which placed 175 children out of state. School districts reported being involved in the placement of nearly 100 children out of the state for purposes which included special education. Mental health agencies showed minor involvement in placing children into other states, reporting involvement in only six such placements.

TABLE 05-2. CALIFORNIA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type						
	Child Welfare[a]		Education	Juvenile Justice	Mental Health	Mental Retardation	Total
	I	II					
State Agency Placements[b]	0	0	0	*	0	0	0
Local Agency Placements	175		97	230	6	--	508
Total	175		97	230	6	0	508

* denotes Not Available.
-- denotes Not Applicable.

a. Child Welfare I indicates data reported by the HWA Department of Social Services' adoptions branch and Child Welfare II indicates data reported by HWA Department of Social Services foster care branch.

b. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 05-15 for specific information regarding state agency involvement in arranging out-of-state placements.

The number of out-of-state placements reported arranged by each local agency with its county of jurisdiction and the estimated youth population of that county are displayed, by agency type, in Table 05-03. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all within them. This table also shows the counties in which child welfare agencies either declined to participate in the survey or were unable to provide specific information about the number of children placed out of state. If placements by these counties were included in the data, especially from areas such as Fresno, San Bernadino, Santa Clara, San Diego, Solano, and Sonoma, the total number of out-of-state placements could greatly exceed the 175 that were reported.

Interestingly, among local child welfare agencies, agencies serving counties of relatively small populations often make as large or larger contributions to the total incidence of out-of-state placement as the agencies in more populated counties. Notable among these agencies in smaller counties are Kern, San Joaquin, Santa Barbara, and Tulare, which together account for 36 percent of all out-of-state placements arranged by local child welfare agencies.

The out-of-state placement of children by school districts tends to be an urban phenomenon in California. About 63 percent of the placements reported by these agencies were arranged by school

districts in the larger counties of Los Angeles, Orange, San Mateo, and Santa Clara. School districts in the remaining counties made relatively few out-of-state placements, with Alameda, Merced, and San Diego county school districts arranging most of the remaining placements.

The 230 children placed out of state by local probation departments and courts are also displayed by county in Table 05-03. Most notable is the fact that San Diego made 60 such placements in 1978 and, like education agencies, the practice of using residential care in other states by local juvenile justice agencies seems to be largely an urban phenomenon. After San Diego, such agencies with a higher incidence of out-of-state placement are in Imperial, Kern, Los Angeles, Sacramento, San Joaquin, and San Mateo Counties. These six probation agencies each placed between ten and 20 children out of state; and when combined with the placements from the agency in San Diego, they account for 63 percent of all local juvenile justice out-of-state placements arranged in 1978.

Mental health agencies were minimally involved in placing children into other states, with only three agencies making such placements. These agencies placed a total of six children out of California in 1978.

TABLE 05-3. CALIFORNIA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978			
		Child Welfare	Education[b]	Juvenile Justice	Mental Health
Alameda	173,762	16	5 est	2	0
Alpine	147	0	0	**	0
Amador	2,247	0	0	0	**
Butte	18,541	0	0	3 est	0
Calaveras	2,160	0	0	0	0
Colusa	2,227	*	0	0	0
Contra Costa	107,104	0	1	4	0
Del Norte	3,057	1	0	0	0
El Dorado	9,892	3 est	0	0	0
Fresno	81,314	*	1	1	0
Glenn	3,228	0	0	0	0
Humboldt	17,878	0	*	1	0
Imperial	18,337	3	1	10 est	0
Inyo	2,948	1	0	1	0
Kern	67,020	1	0	12	0
Kings	13,853	2	0	0	0
Lake	3,439	0	0	3	0
Lassen	3,096	2 est	0	2	—
Los Angeles	1,141,065	7	23 est	20 est	0
Madera	8,866	3	0	3 est	—
Marin	35,966	0	4	4	0
Mariposa	1,287	0	0	0	—
Mendocino	9,808	3	0	1	0
Merced	24,525	4	7 est	2 est	0
Modoc	1,320	0	0	0	0
Mono	1,245	2	0	0	0
Monterey	44,972	2	0	8 est	3
Napa	14,975	0	0	0	0
Nevada	5,605	0	0	1	0
Orange	309,663	18 est	15 est	1	0

CA-6

TABLE 05-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978			
		Child Welfare	Education[b]	Juvenile Justice	Mental Health
Placer	15,740	3	0	1	0
Plumas	2,591	2	1	1	—
Riverside	92,037	7	0	*	0
Sacramento	123,865	11 est	1	15 est	0
San Benito	3,898	0	0	0	0
San Bernardino	126,331	*	1	3 est	0
San Diego	261,623	*	6 est	60 est	0
San Francisco	74,418	0	0	1	0
San Joaquin	51,638	14	0	17 est	0
San Luis Obispo	17,949	4 est	*	3 est	*
San Mateo	92,586	6	13	11	0
Santa Barbara	46,274	14	0	6 est	0
Santa Clara	217,909	*	10	5 est	0
Santa Cruz	23,767	3	3	4	0
Shasta	17,055	3	0	1	2
Sierra	394	0	0	0	0
Siskiyou	5,866	0	1	3 est	0
Solano	34,362	*	0	0	0
Sonoma	42,439	*	0	4 est	0
Stanislaus	41,173	1	1	3	1
Sutter	8,575	2	0	0	—
Tehama	5,970	0	0	4 est	0
Trinity	1,789	0	0	0	0
Tulare	40,736	24	0	2 est	0
Tuolumne	3,903	0	0	2	0
Ventura	87,908	*	2	1	0
Yolo	16,749	2	1	0	0
Yuba	9,414	1	0	4 est	—
Multicounty Jurisdictions					
Lassen, Plumas		—	—	—	0
Madera, Mariposa		—	—	—	0
Sutter, Yuba		—	—	—	0
Subcounty Jurisdictions					
Berkley City		—	—	—	*
Tri-City, Pomona		—	—	—	0

TABLE 05-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978			
		Child Welfare	Education[b]	Juvenile Justice	Mental Health
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		175 est	97 est	230 est	6
Total Number of Local Agencies Reporting		54	1,029	56	55

* denotes Not Available.
** denotes Not Surveyed.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

b. More than one school district may be reflected in a county's placement total. There was a total of four school districts abstaining from participation in the survey in Humboldt and San Luis Obispo Counties. The "not available" designation which occurs for those counties should be read to apply only to those school districts and not all school districts in those counties. All other school districts that were contacted in Humboldt and San Luis Obispo Counties responded to the survey and none of them placed any children out of state.

B. The Out-of-State Placement Practices of Local Agencies

An overview of the involvement of local agencies in arranging out-of-state placements in 1978 is shown in Table 05-4 by agency type. A total of 124 local agencies reported arranging out-of-state placements, which included over one-half of all local probation departments and child welfare agencies. In contrast, only about five percent of all school districts or mental health agencies reported involvement in arranging such placements.

The response rate from California local agencies was generally good, with not more than four agencies of any type abstaining from participation in the research. Problems with agencies having made out-of-state placements but being unable to report the number of children involved were most prevalent among child welfare agencies. Nonparticipation or inability to report the number of children placed out of state occurred in a total of eight child welfare agencies which, as shown in Table 05-3, most often were located in more populated areas of the state.

TABLE 05-4. CALIFORNIA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health
Agencies Which Reported Out-of-State Placements	30	52	39	3
Agencies Which Did Not Know if They Placed, or Placed but Could Not Report the Number of Children	4	0	0	1
Agencies Which Did Not Place Out of State	20	977	17	51
Agencies Which Did Not Participate in the Survey	4	4	2[a]	2[a]
Total Local Agencies	58	1,033	58	57

a. One of these agencies was not surveyed.

There are a variety of reasons why an agency may not place children out of state, and all agencies reporting no such placements were asked why out-of-state placements were not arranged. Table 05-5 contains the findings from those questions and shows that there is a very strong correspondence between the responses given by the local child welfare agencies and school districts. Very simply, 65 percent of all responses from these agencies indicated that sufficient services were available in California. Similarly, about nine percent of all the responses of both types of agencies were in the "Lacked Funds" category and about 20 percent in the "Other" category. These "Other" reasons for not arranging out-of-state placements involved such factors as parental disapproval, a lack of knowledge about out-of-state facilities, and because such placements were prohibited by general agency policy. It is also interesting to note that 75 school districts reported that they lacked authority to place children out of state which was not confirmed by a review of California law.

About 60 percent of all responses from local juvenile justice agencies indicated that no out-of-state placements were arranged because sufficient services were available in California. In addition, some local juvenile justice agencies lacked funds for such placements. A similar pattern of reasons for not arranging out-of-state placements is evident among the local mental health agencies.

TABLE 05-5. CALIFORNIA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)			
	Child Welfare	Education	Juvenile Justice	Mental Health
Lacked Statutory Authority	1	75	1	8
Restricted[b]	0	3	0	3
Lacked Funds	2	132	5	24
Sufficient Services Available in State	15	905	16	32
Other[c]	5	281	5	26
Number of Agencies Reporting No Out-of-State Placements	20	977	17	51
Total Number of Agencies Represented in Survey	54	1,029	56	55

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Table 05-6 illustrates the extent of interagency cooperation among local public agencies for placing children into other states. Seventy-three percent of all child welfare agencies reporting out-of-state placements cooperated with other agencies in the placement process, compared to only about one-fourth of the education and juvenile justice agencies arranging such placements. The cooperative placements made by the child welfare agencies account for about six of every ten out-of-state placements that were reported by these agencies. In contrast, less than 25 percent of education and juvenile justice placements that were reported included the involvement of other public agencies in the state. Table 05-6 also shows that all six placements reported by local mental health agencies were cooperatively arranged with other agencies.

Generally, this interagency cooperation involved the solicitation of information such as diagnostic evaluations, "individualized Education Plans" from school personnel, and facility identification data from officials knowledgeable about existing out-of-state facility programs. In many cases, interagency cooperation occurred in the course of arranging a placement through an interstate compact.

TABLE 05-6. CALIFORNIA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type							
	Child Welfare		Education		Juvenile Justice		Mental Health	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Reporting Out-of-State Placements[a]	30	56	52	5	39	70	3	5
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	22	73	13	25	9	23	3	100
Number of CHILDREN Placed Out of State	175	100	97	100	230	100	6	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	99	57	22	23	39	17	6	100

a. See Table 05-4.

The conditions of children that were placed out of state in 1978 are noted in Table 05-7. The most frequent category of conditions indicated as characteristic of children placed out of state by child welfare agencies was battered, abandoned, or neglected; and by probation departments as juvenile delinquent and unruly/disruptive. The local education agencies frequently mentioned that the children they placed out of state had special education needs and also typically stated that the children were mentally ill/emotionally disturbed. This would seem to indicate that mental or emotional impairment is prevalent among children being placed across state lines by California school districts for special education purposes. The local mental health agencies also placed children out of state who were mentally ill/emotionally disturbed, but also characterized the children as pregnant, battered, abandoned, neglected, and adopted.

Table 05-7 also indicates that local child welfare, education, and juvenile justice agencies appear to be involved in placing children out of state with a wide variety of conditions, including those for which the agencies are not usually thought of as addressing. This could imply that the agencies are placing children with problems for which they are less than optimally equipped to address. This overlap of problems may also imply that this is why the previously discussed interagency cooperation occurs. These factors would depend upon local agency resources and the relationship among different agencies in a particular locale.

As noted in section III, 19 county probation departments have sole jurisdiction over dependency cases or share that responsibility with child welfare agencies. This fact may account for the nine juvenile probation agencies reporting the placement of children who are battered, abandoned, or neglected out of California. All but one child welfare agency reflected in the table also reported placing such children out of California.

TABLE 05-7. CALIFORNIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978 AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting			
	Child Welfare	Education	Juvenile Justice	Mental Health
Physically Handicapped	3	6	1	0
Mentally Retarded or Developmentally Disabled	4	7	1	0
Unruly/Disruptive	5	4	30	0
Truant	2	3	13	0
Juvenile Delinquent	2	1	35	0
Mentally Ill/Emotionally Disturbed	3	24	6	2
Pregnant	1	0	0	1
Drug/Alcohol Problems	2	3	13	0
Battered, Abandoned, or Neglected	29	0	9	1
Adopted	16	0	0	1
Special Education Needs	2	16	1	0
Multiple Handicaps	2	7	0	0
Other[b]	4	0	2	0
Number of Agencies Reporting	30	52	39	3

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

C. Detailed Data from Phase II Agencies

When more than four placements were reported by a local agency, additional information was requested. These agencies placing more than four children from which the second phase of data was collected became known as Phase II agencies. Throughout this section of the California profile, information provided by the Phase II agencies will be reviewed.

Figure 05-1 illustrates the relationship between the number of agencies surveyed and placements reported, and those Phase II agencies and their placements. It can be observed from this table that of the local child welfare agencies and juvenile justice agencies which placed out of state, approximately one-third were Phase II agencies. These Phase II agencies reportedly arranged 73 and 71 percent of all child welfare and juvenile justice placements, respectively.

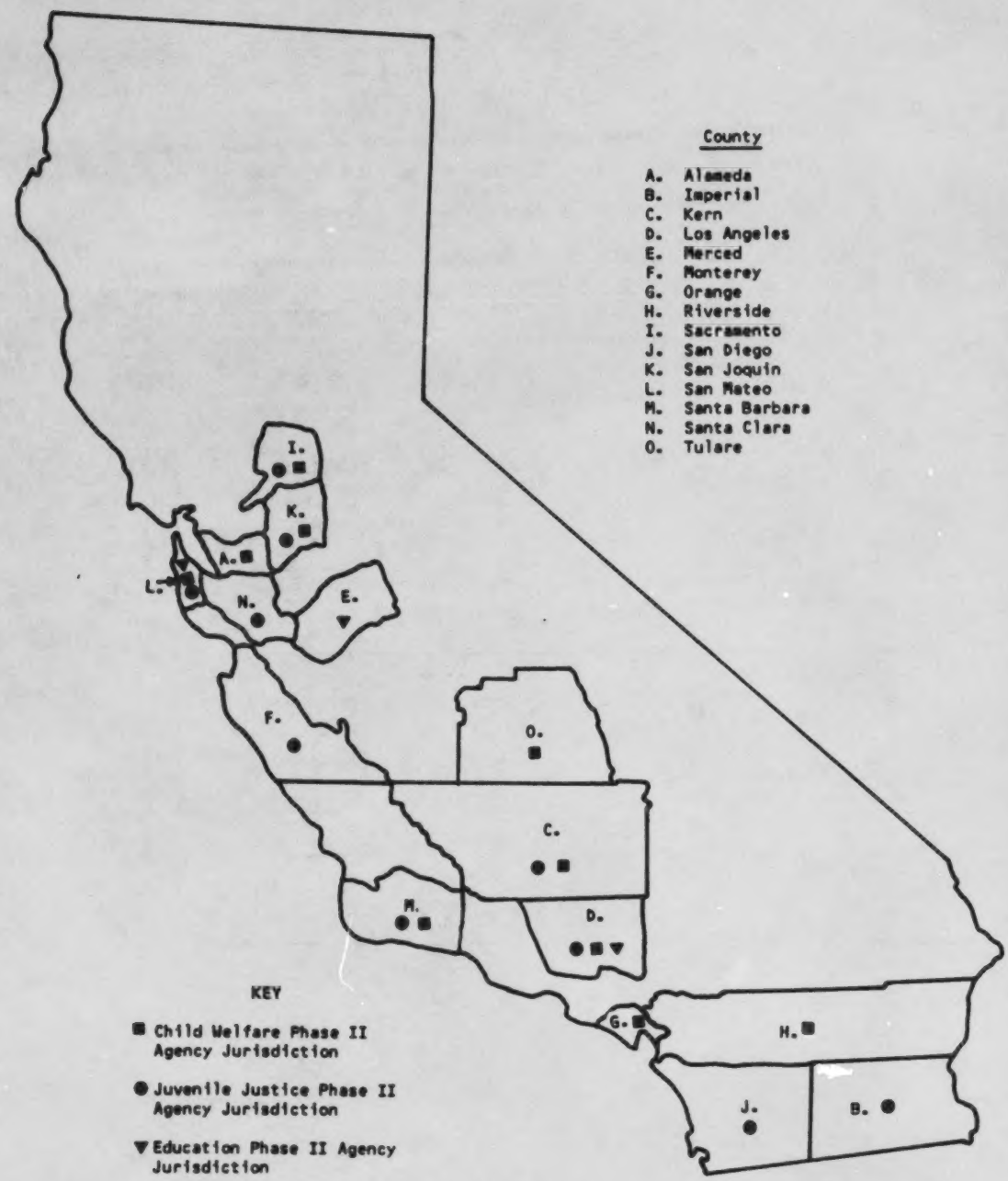
A smaller percentage of local education agencies were involved in arranging out-of-state placements, with only three of the 52 placing agencies being Phase II agencies. Only 30 percent of the total educational placements were attributed to these agencies.

FIGURE 05-1. CALIFORNIA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice
Number of AGENCIES	54	1,029	56
Number of AGENCIES Reporting Out-of-State Placements in 1978	30	52	39
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	10	3	10
Number of CHILDREN Placed Out of State in 1978	175	97	230
Number of CHILDREN Placed by Phase II Agencies	128	29	164
Percentage of Reported Placements in Phase II	73	30	71

Figure 05-2 displays the location or jurisdiction of local Phase II agencies in California. Most of the Phase II agencies are located in California SMSA's surrounding the Pacific coast. The Imperial County local juvenile justice agency and local Tulare County child welfare agency also were Phase II agencies with their counties of jurisdiction bordering SMSAs.

FIGURE 05-2. CALIFORNIA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



CA-14

Table 05-8 displays the Phase II agency responses about the destinations of those placements arranged by them. Local Phase II child welfare and education agencies were able to report the destinations of about 75 percent of the children they placed out of state. In contrast, destination data were available for only 18 percent of the 164 placements which were arranged by local juvenile justice agencies.

Child welfare agencies placed children in 32 states (in every region of the country) and in Europe and Asia. No single state predominates among those receiving children sent by California local child welfare agencies. There is a fairly even distribution of placements to states as distant as Florida and Hawaii and as close as Nevada. The range in numbers of children sent to different states is as few as one to as many as ten. The states receiving nine to ten children placed by local child welfare agencies included Oregon, Pennsylvania, Texas, and Washington.

Local school districts tended to favor Utah as a destination for children with special education needs and sent as many children there as the other three receiving states combined. Among the 29 children for which destinations could be given by local juvenile justice agencies, over 85 percent were placed in Texas.

TABLE 05-8. CALIFORNIA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Alabama	2		
Alaska	1		
Arizona	4	6	
Arkansas	1		
Colorado	1	1	2
Connecticut	1		
Florida	1		
Georgia	1		
Hawaii	2		
Idaho	7		
Illinois	2		
Iowa	1		
Kansas	2		
Kentucky	3		
Louisiana	1		
Massachusetts			1
Mississippi	2		
Missouri	1		
Montana	1		
Nevada	5		
New Mexico	1		
New York	2		
North Carolina	1		
Ohio	4		
Oklahoma	1		
Oregon	10		
Pennsylvania	9		
South Carolina			1
Texas	9	4	25
Utah	2	11	
Virginia	1		
Washington	10		
Wisconsin	1		
Wyoming	4		
Europe	1		
Asia	1		

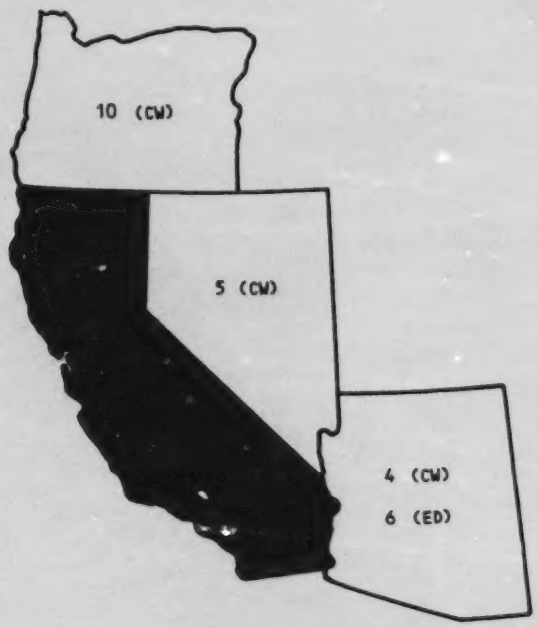
TABLE 05-8. (Continued)

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Placements for Which Destinations Could Not be Reported by Phase II Agencies	32	7	135
Total Number of Phase II Agencies	10	3	10
Total Number of Children Placed by Phase II Agencies	128	29	164

The number of children placed in Mexico and states contiguous to California by Phase II agencies is illustrated in Figure 05-3. States contiguous to California were not mentioned by those probation departments which could report on children's destinations, so that agency type is not represented in the figure. Because information was typically not available from these agencies, it should not be interpreted that probation departments did not place children into these border states or Mexico.

Children placed into contiguous states by local Phase II child welfare and education agencies constitute 27 percent of the destinations reported by the education agencies and 20 percent of the child welfare out-of-state placement destinations.

FIGURE 05-3. CALIFORNIA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO CALIFORNIA BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II child welfare agencies reported destinations for 96 children. Local Phase II education agencies reported destinations for 22 children.

The local Phase II agencies were asked to give the reasons associated with arranging such placements. Table 05-9 indicates that the most frequently mentioned reason for arranging out-of-state placements concerned an interest in having children live with relatives other than parents. This reason was the most frequent response given by both local child welfare and juvenile justice agencies. Many local juvenile justice agencies also explained that out-of-state placements were alternatives to in-state public institutionalization. Remaining reasons for placing children out of state, including those reported by school districts, cover all response categories.

TABLE 05-9. CALIFORNIA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	2	0	0
Previous Success with Receiving Facility	2	1	4
Sending State Lacked Comparable Services	0	3	3
Standard Procedure to Place Certain Children Out of State	1	1	0
Children Failed to Adapt to In-State Facilities	2	1	3
Alternative to In-State Public Institutionalization	2	2	9
To Live with Relatives (Non-Parental)	9	0	10
Other	6	2	0
Number of Phase II Agencies Reporting	10	3	10

a. Some agencies reported more than one reason for placement.

The most frequently used categories of placement for children placed out of state is reflected in Table 05-10 for those local Phase II agencies. These findings correspond to the reasons for placing children out of state in the sense that relatives' homes are most often used by local child welfare and juvenile probation agencies. While school districts said that they placed children out of California for a variety of reasons, the three responding agencies indicated that residential treatment or child care facilities and psychiatric hospitals were the most frequent categories of placement for children leaving the state.

TABLE 05-10. CALIFORNIA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Residential Treatment/Child Care Facility	0	2	1
Psychiatric Hospital	0	1	0
Boarding/Military School	0	0	0
Foster Home	1	0	0
Group Home	0	0	0
Relatives' Home (Non-Parental)	5	0	9
Adoptive Home	1	0	0
Other	2	0	0
Number of Phase II Agencies Reporting	9[a]	3	10

a. One Phase II agency did not respond to this question.

One of the major concerns related to the out-of-state placement of children is the type and frequency of monitoring practices employed by the agencies responsible for the placements. For this reason, information about these practices was collected from Phase II agencies, and the findings are displayed in Table 05-11.

Among all local agencies, the most common type of monitoring was the use of written quarterly progress reports. The child welfare and juvenile probation agencies also frequently reported making periodic telephone calls to check on children placed out of state. It is noteworthy that on-site visits were rarely mentioned as a method of monitoring.

TABLE 05-11. CALIFORNIA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]		
		Child Welfare	Education	Juvenile Justice
Written Progress Reports	Quarterly	6	0	6
	Semiannually	2	2	3
	Annually	0	0	0
	Other[b]	0	1	1
On-Site Visits	Quarterly	0	0	1
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	2	0	1
Telephone Calls	Quarterly	1	0	1
	Semiannually	1	0	1
	Annually	0	0	0
	Other[b]	6	1	6

TABLE 05-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Education	Juvenile Justice
Other	Quarterly	1	0	0
	Semiannually	1	0	0
	Annually	0	1	0
	Other[b]	3	2	0
Total Number of Phase II Agencies Reporting		10	3	10

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local Phase II agencies were asked to report their expenditures for these placements in 1978. Four local child welfare agencies reported a total expenditure of $57,116, one school district reported spending $120,000, and seven local probation departments reported spending a sum of $30,000 for their out-of-state placements. Obviously, these major differences in costs incurred by the three types of agencies is directly related to the categories of placement used for the children they placed out of state.

D. Use of Interstate Compacts by State and Local Agencies

An issue of particular importance to a study about the out-of-state placement of children involves the extent to which interstate compacts are utilized for arranging such placements. Table 05-12 reports findings about the utilization of compacts in 1978 by the 124 local agencies in California which reported placing children out of state. Information is given by agency type and allows for an examination of differences in compact utilization by agencies which placed four or less and five or more children out of state. In addition, the table indicates the specific type of compact which was reported to have been used by those agencies arranging five or more out-of-state placements.

Review of Table 05-12 reveals that a total of 69 agencies placed children out of state in 1978 and did not use a compact for those placements. The majority of those agencies not using compacts were local education agencies, whose placements are generally not subject to compact provisions. None of the three local mental health agencies arranging out-of-state placements in 1978 used a compact. Among the local child welfare and juvenile justice agencies, Table 05-12 shows that 17 of these agencies did not use a compact; however, they included only agencies which arranged four or less out-of-state placements.

TABLE 05-12. CALIFORNIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES			
	Child Welfare	Education	Juvenile Justice	Mental Health
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	20	49	29	3
• Number Using Compacts	12	0	19	0
• Number Not Using Compacts	7	46	10	3
• Number with Compact Use Unknown	1	3	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	10	3	10	0
• Number Using Compacts	10	0	10	—
Interstate Compact on the Placement of Children				
Yes	7	0	0	—
No	0	3	9	—
Don't Know	3	0	1	—
Interstate Compact on Juveniles				
Yes	0	0	9	—
No	7	3	0	—
Don't Know	3	0	1	—
Interstate Compact on Mental Health[a]				
Yes	—	—	—	—
No	—	—	—	—
Don't Know	—	—	—	—
• Number Not Using Compacts	0	3	0	—
• Number with Compact Use Unknown	0	0	0	—
TOTALS				
Number of AGENCIES Placing Children Out of State	30	52	39	3
Number of AGENCIES Using Compacts	22	0	29	0
Number of AGENCIES Not Using Compacts	7	49	10	3
Number of AGENCIES with Compact Use Unknown	1	3	0	0

— denotes Not Applicable.

a. California had not enacted the Interstate Compact on Mental Health in 1978.

Another perspective about the utilization of interstate compacts by local agencies in California is given in Table 05-13, which reports information about the number of children who were or were not placed

out of state through a compact in 1978. This type of tabulation provides a fuller understanding about compact utilization and examines the possibility that agencies which reported using compacts did not do so for all their out-of-state placements. Again, the information is displayed by agency type, indicates the number of children placed through the specific types of compacts by agencies arranging five or more out-of-state placements, and allows for an examination of differences in compact utilization among agencies placing four or less and five or more children out of state.

A total of 170 children were known to have been placed out of state in 1978 without a compact. Table 05-13 shows that this figure included 22 children placed by local child welfare agencies, 92 children placed by local education agencies, 50 children placed by local juvenile justice agencies, and all six children placed by local mental health agencies. Considering only those children placed out of state by local child welfare and juvenile justice agencies for which compact information was determined, 79 percent of the child welfare placements and 75 percent of the juvenile justice placements were arranged through a compact.

TABLE 05-13. CALIFORNIA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN			
	Child Welfare	Education	Juvenile Justice	Mental Health
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	47	68	66	6
• Number Placed with Compact Use	12	0	19	0
• Number Placed without Compact Use	15	63	19	6
• Number Placed with Compact Use Unknown[a]	20	5	28	0
CHILDREN PLACED BY PHASE II AGENCIES	128	29	164	0
• Number Placed with Compact Use[b]	72	0	128	--
Number through Interstate Compact on the Placement of Children	69	0	0	--
Number through Interstate Compact on Juveniles	0	0	128	--
Number through Interstate Compact on Mental Health[c]	--	--	--	--
• Number Placed without Compact Use	7	29	31	--
• Number Placed with Compact Use Unknown	49	0	5	--
TOTALS				
Number of CHILDREN Placed Out of State	175	97	230	6
Number of CHILDREN Placed with Compact Use	84	0	147	0

TABLE 05-13. (Continued)

Children Placed Out of State	Number of CHILDREN			
	Child Welfare	Education	Juvenile Justice	Mental Health
Number of CHILDREN Placed without Compact Use	22	92	50	6
Number of CHILDREN Placed with Compact Use Unknown	69	5	33	0

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compacts, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

c. California had not enacted the Interstate Compact on Mental Health in 1978.

Figures 05-4, 5, 6, and 7 provide a graphic summarization about the utilization of interstate compacts for the 508 children who were reported placed out of state in 1978 by local agencies in California. These illustrations indicate the proportion of all children placed out of state that were noncompact-arranged placements, compact-arranged placements, and placements for which compact use was undetermined.

FIGURE 05-4. CALIFORNIA: THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

FIGURE 05-5. CALIFORNIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

FIGURE 05-6. CALIFORNIA: THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

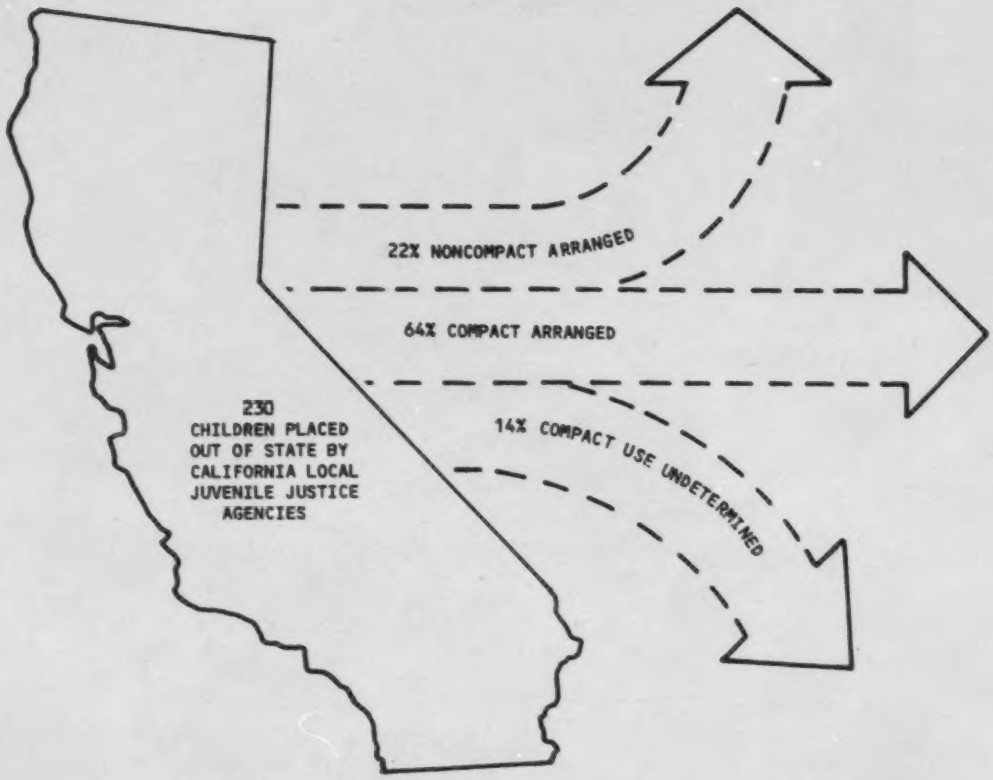


FIGURE 05-7. CALIFORNIA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL MENTAL HEALTH AGENCIES IN 1978

CA-26

Table 05-14 provides a summary of compact utilization by state and local agencies as reported by state agencies. It should be recalled that data were collected from two branches of the Department of Social Services. The Family and Children Services Branch of the DSS could not provide placement or compact information. Only compact information from the Adoptions Branch is provided in Table 05-14. In that partial information provided, the 45 percent reported compact utilization is an underrepresentation of compact use.

None of the local school districts' placements were known to have been processed through a compact. This is not surprising because placements made to facilities which solely provide educational services are not subject to any compact provisions.

The California Youth Authority was not able to report on placement activity and compact utilization, although the local juvenile justice agency reported 230 placements, 147 of which were processed through a compact (see Table 05-13).

TABLE 05-14. CALIFORNIA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health
Total Number of State and Local Agency-Arranged Placements	175	97	*[a]	6
Total Number of Compact-Arranged Placements Reported by State Agencies	79[b]	0	*	*
Percentage of Compact-Arranged Placements	45	0	*	*

* denotes Not Available.

a. The local juvenile justice agencies reported 230 placements; however, the state agency could not report their placement activity.

b. Only includes adoption placements. The Family and Children Services Branch was unable to report on placement activity and compact utilization.

Similarly, the Department of Mental Health could not report the number of state placements and use of compacts. Table 05-13 revealed that the local mental health agencies reported six placements, none of which were compact processed. No placement activity was reported by the Department of Mental Retardation.

E. The Out-of-State Placement Practices of State Agencies

The involvement of California state agencies in out-of-state placement often takes the form of supervising and funding placements, rather than being directly involved in the actual case management, decisionmaking, and placement arrangements. The exception to this rule is, of course, the direct placement of children in other states by the California Youth Authority and the involvement excercised by both the CYA and the DSS through administering interstate compacts. As seen in Table 05-15, data were generally not available about the involvement of state agencies in either type of arrangement.

One of the more interesting findings in Table 05-15 is the difference in reporting between the two state child welfare agency divisions which responded to the survey. The Adoptions Branch of the DSS' Adult and Family Services Division, designated as Child Welfare I, was able to respond to inquiries about the agency's involvement with out-of-state placements. In contrast, the Family and Children Services Branch of the DSS' Adult and Family Services Division, which is responsible for foster care placements, was unable to report on placement which involved local child welfare agencies and state foster care funds. This is especially important because, as previously noted, the state agency is not involved in the arranging of placements, this being the responsibility of the 58 local child welfare agencies. It is impossible to make comparisons between state and locally reported child welfare incidence figures because of the lack of information in the foster care area at the state level.

This is not true, however, for education agencies. The state education agency reported that there were 36 out-of-state placements arranged locally and paid for by the state department. However, local calls to all 1,033 school districts revealed 97 out-of-state placements. This figure is regarded as a minimum because four school districts abstained from participation in the survey.

The state juvenile justice agency also had difficulty in reporting its involvement with out-of-state placements. Data were not available from the state mental health agency, which also prevents drawing comparisons between state and local agencies. The state agency responsible for mental retardation and developmental disabilities reported involvement with no out-of-state placements in 1978.

TABLE 05-15. CALIFORNIA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies					
	Child Welfare[a]		Education	Juvenile Justice	Mental Health	Mental Retardation
	I	II				
State Arranged and Funded	0	0	0	*	0	0
Locally Arranged but State Funded	0	*	36	0	*	--
Court Ordered, but State Arranged and Funded	0	0	0	0	0	0
Subtotal: Placements Involving State Funding	0	*	36	*	*	0

TABLE 05-15. (Continued)

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies					
	Child Welfare[a] I	Child Welfare[a] II	Education	Juvenile Justice	Mental Health	Mental Retardation
Locally Arranged and Funded, and Reported to State	0	*	0	*	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	0	0	0	0	0	0
Other	91[c]	0	0	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[b]	91	*	36	*	*	0

* denotes Not Available.
-- denotes Not Applicable.

a. Child Welfare I indicates data reported by the HWA Department of Social Services' adoptions branch and Child Welfare II indicates data reported by the HWA Department of Social Services' foster care branch.

b. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

c. The state agency arranged but did not fund 91 adoptive placements out of state.

Among the state agencies contacted for information on the destination of children placed out of state in 1978, only the state education agency and the Adoptions Branch of DSS could report what states received children from California. Out-of-state adoptions were arranged in 29 states, and the greatest number were sent to Oregon and Utah, receiving 15 and ten children, respectively. Arizona, Illinois, Nebraska, and Washington received six to seven children, and the remaining placements were distributed in small numbers among 23 states. Paralleling the data reported by local school districts, the state education agency clearly reported more placements to Utah than any other state. Remaining placements went in small numbers to Arizona, Colorado, and Oregon.

TABLE 05-16. CALIFORNIA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed				
	Child Welfare[a] I	Child Welfare[a] II	Education	Juvenile Justice	Mental Health
Arizona	6		1		
Colorado	2		2		
Connecticut	1				
Florida	1				
Georgia	3				
Idaho	2				
Illinois	6				
Iowa	1				
Kansas	2				
Kentucky	2				
Louisiana	1				
Maine	1				
Massachusetts	1				
Missouri	1				
Montana	3				
Nebraska	7				
New Mexico	1				
New York	3				
North Carolina	1				
North Dakota	1				
Ohio	1				
Oklahoma	4				
Oregon	15		2		
Pennsylvania	4				
Tennessee	1				
Texas			3		
Utah	10		28		
Virginia	1				
Washington	7				
Wyoming	2				
Placements for Which Destinations Could Not be Reported by State Agencies	0	All	0	All	All
Total Number of Placements	91	*	36	*	*

* Denotes Not Available.

a. Child Welfare I indicates data reported by the HWA Department of Social Services' adoptions branch and Child Welfare II indicates data reported by the HWA Department of Social Services' foster care branch.

Conditions describing children placed out of California are listed by agency type in Table 05-17. The Adoptions Branch of DSS noted that there were physically and mentally handicapped children among those placed out of California in 1978. Foster care officials at the state level reported the placement of a wide variety of children into other states, much the same as the information provided by local child welfare agencies. Correspondence between state and local agencies also occurs in the area of education, where the state agency reported on the placement of emotionally disturbed children. The state juvenile justice agency only reported the placement of adjudicated delinquents.

TABLE 05-17. CALIFORNIA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare[b] I	Child Welfare[b] II	Education	Juvenile Justice
Physically Handicapped	X	X	0	0
Mentally Handicapped	X	X	0	0
Developmentally Disabled	0	X	0	0
Unruly/Disruptive	0	X	0	0
Truants	0	0	0	0
Juvenile Delinquents	0	0	0	X
Emotionally Disturbed	0	X	X	0
Pregnant	0	0	0	0
Drug/Alcohol Problems	0	0	X	0
Battered, Abandoned, or Neglected	0	X	0	0
Adopted Children	X	0	0	0
Foster Children	0	X	0	0
Other	0	0	0	0

a. X indicates conditions reported.

b. Child Welfare I indicates data reported by the HWA Department of Social Services' adoptions branch and Child Welfare II indicates data reported by the HWA Department of Social Services' foster care branch.

Finally, state agencies were asked to report their expenditures for out-of-state placement in 1978. Table 05-18 shows that the state education agency spent $380,000 in state funds and was aware of $240,000 in local funds, and that the juvenile justice agency spent $92,000 in state funds. All other expenditure information, either by source of funds or agency type, was unavailable.

TABLE 05-18. CALIFORNIA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
• State	*	$380,000	$92,000	*	0
• Federal	*	*	*	*	0
• Local	*	$240,000	*	*	0
• Other	*	*	*	*	0
Total Reported Expenditures	*	*	*	*	0

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placements

In California, state and local officials were asked to report on their involvement in placement activity. Local officials were specifically asked to report about placements arranged by their respective agencies. State officials were asked for similar data about such placements arranged by their agencies as well as the number of placements made by their counterparts in local government. Table 05-19 reflects the placement information available in California from state and local agencies. As mentioned earlier, the DSS' Family and Children Services Branch placement information was not available. The Adoptions Branch reported 91 placements. In that only partial information was supplied by the state child welfare agency, the percentage of known placements by this agency is not complete.

In contrast, the Department of Education supplied information about state and local involvement in out-of-state placements in 1978. However, only 37 percent of the placements reported were known by the state agency, although the Department of Education approves the receiving facility and pays 70 percent of the cost incurred.

A possible explanation for the discrepancy is that five percent of local school districts reported on a sequence of months representing 1978 which differed from the state agency's. However, this difference does not explain the total discrepancy. In the initial stages of the California local data collection, the state provided the incidence of placements in 1978 by each local agency. The sample of local school districts which reported on the same sequence of months, however, did not confirm the state's response.

The Department of Corrections and Department of Mental Health had difficulty in reporting their knowledge of state and local placements. Their local counterparts, however, did report 230 (local juvenile justice agencies) and six placements (local mental health agencies). As mentioned earlier, no placement activity was reported by the Department of Mental Retardation.

TABLE 05-19. CALIFORNIA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Total Number of State and Local Agency Placements	175	97	*[a]	6	0
Total Number of Placements Known to State Agencies	*[b]	36	*	*	0
Percentage of Placements Known to State Agencies	*	37	*	*	100

* denotes Not Available.

a. The state juvenile justice agency did not report their placement activity for 1978. The local juvenile justice agency did report 230 placements.

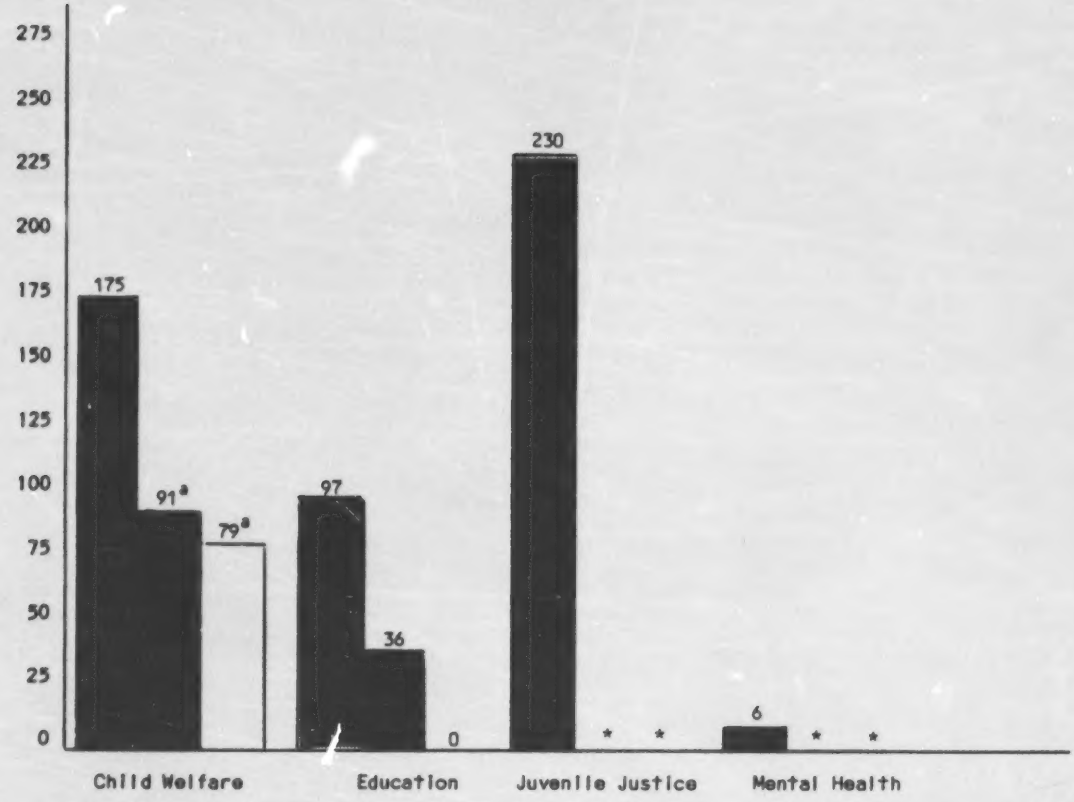
b. The DSS Family and Children Services Branch did not report the number of placements known to their office. The Adoptions Branch reported 91 out-of-state placements to adoptive settings.

Figure 05-8 graphically describes the data in Table 05-19, in addition to compact utilization as reported by state agencies. In reviewing the state child welfare agency responses, two factors must be reviewed. The first factor is that only partial information was available from DSS. As mentioned previously, the Family and Children Services Branch was unable to report on placement activity; nor were they able to report on compact utilization. The second factor is that the local child welfare agencies reported that 84 of the 175 placements were processed through a compact (see Table 05-13). In reviewing these factors, it can be ascertained that complete compact utilization did not occur by local child welfare agencies.

The number of mental health and juvenile justice placements and compact utilization also were not available by their respective state agencies. Only the local counterparts reported this information. The Department of Mental Retardation reported no placement activity and had no local counterparts to contact for information.

None of the 36 out-of-state placements reported by the state education agency were compact arranged. Similarly, none of the 27 locally reported educational placements went through a compact office. These findings are not surprising in that there is no compact for placements to facilities primarily educational in character.

FIGURE 05-8. CALIFORNIA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. Only includes adoption placements. The Family and Children Services Branch was unable to report placement activity and compact utilization.

V. CONCLUDING REMARKS

California is a large, complex, and varied state, which answers the most cautious of generalizations with exceptions. Nevertheless, some overall trends do come forth in the preceding findings and discussion which deserve comment.

- State agencies providing or supervising services to children generally had incomplete or inaccurate knowledge of the numbers and destinations of children that were placed out of California under their authority.

- Only a small number of the children placed out of state by local child welfare and juvenile probation agencies were placed into neighboring states. In general, children were sent great distances, throughout the country. In addition, local probation departments were shown to be unable to report upon the destination of most of the children they placed in other states.

- Monitoring practices reported by child welfare agencies, juvenile probation departments, and school districts most often took the form of written progress reports. Rarely, if ever, were children visited in placement; when this was a practice, it was conducted on an irregular basis.

- Local probation departments appear to be the local agency least subject to direct state-level supervision, least involved in interagency cooperation in the placement process and, by far, most involved in sending children out of California. However, the extent to which these agencies arranged out-of-state placements through interstate compacts was examined and their use was a relatively common practice.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in California in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. California Department of Education Administrative Code 3208-3210.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN HAWAII

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Emiko Kudo, Deputy Superintendent, Department of Education; Marjorie Barrett, Administrator, Public Welfare Division, Department of Social Services and Housing; Mary Jane Lee, Director, Family Court of the First Circuit; Michael Kakesako, Administrator, Corrections Division, Department of Social Services and Housing; Dennis Mee-Lee, Chief, Division of Mental Health, Department of Health; Carol Miyamoto, Admissions Social Worker, Waimano Training School and Hospital, Department of Health; and Beatrice Yuh, Assistant Program Administrator, Public Welfare Division, Department of Social Services and Housing.

II. METHODOLOGY

Information was systematically gathered about Hawaii from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies. A summary of the data collection effort in Hawaii appears below in Table 12-1.

TABLE 12-1. HAWAII: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type					
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation
State Agencies	Telephone interview Mailed Survey: DSSH officials	Telephone interview Mailed Survey: DOE officials	Telephone interview Mailed Survey: Family court officials	Telephone interview Mailed Survey: DSSH officials	Telephone interview Mailed Survey: DH officials	Telephone interview Mailed Survey: DH officials
Local Agencies	Not Applicable (State Offices)	Not Applicable (State Offices)	Not Applicable (State Offices)	Not Applicable (State Offices)	Not Applicable (State Offices)	Not Applicable (State Offices)

a. Juvenile Justice I represents the state family courts and Juvenile Justice II represents the Corrections Division within the Department of Social Services and Housing.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Hawaii has the 47th largest land area (6,425 square miles) and is the 40th most populated state (868,396) in the United States. It has nine cities with populations over 10,000. Honolulu, the capital, is the most populated city in the state, with a population of approximately 350,000. The combined city-county of Honolulu has more than 700,000 people. The estimated 1978 population of persons eight to 17 years old was 156,075.

The state consists of eight major islands and numerous atolls and reefs in the Pacific Ocean. The principal islands include Oahu (containing Honolulu), Hawaii, Kahoolawe, Kauai, Lanai, Maui, Molokai, and Niihau. It has three counties (Hawaii, Kauai, and Maui) and one city-county consolidation, Honolulu. In addition, Hawaii has one Standard Metropolitan Statistical Area (SMSA), Honolulu (which includes Honolulu County).

Hawaii was ranked 35th nationally in total state and local per capita expenditures, 17th in per capita education expenditures, and 23rd in per capita expenditures for public welfare.[1]

B. Child Welfare

The Public Welfare Division (PWD) within the Department of Social Services and Housing (DSSH) is responsible for supervising and administering the child welfare system. Services are provided through the PWD branch offices on the islands of Oahu, Hawaii, Maui, and Kauai. The PWD is also responsible for licensing private organizations for foster and adoptive care.

Hawaii is not a member of the Interstate Compact on the Placement of Children (ICPC). However, the PWD reportedly maintains statewide information on the number of children placed out of state.

C. Education

Hawaii has an educational system which is completely supervised and administered by the Hawaii Department of Education (DOE). The state educational system has one superintendent, one deputy superintendent, and one school board. In addition, there are four assistant superintendents and seven district superintendents responsible to the state superintendent. The state totally funds the educational system with the exception of school lunches, athletic programs, and summer programs, which are partially funded from special revenues.

DOE personnel report that Hawaii has adequate public and private facilities and services which meet the needs of children requiring special education. Consequently, DOE has no specific policies relevant to the placement of children in other states for educational purposes.

D. Juvenile Justice

Hawaii has a state-operated Circuit Court system, with family court divisions having jurisdiction over delinquent, dependent, and neglected children. The court operates in circuits based on the islands of Oahu, Maui, Hawaii, and Kauai. The family courts are also responsible for probation services and the operation of detention facilities.

Adjudicated delinquents may be committed to the Department of Social Services and Housing's Corrections Division, which operates a correctional facility for youths in Honolulu and also administers parole or aftercare services.

Out-of-state placements involving family courts and the DOC are reported to be made pursuant to the provisions of the Interstate Compact on Juveniles (ICJ) which Hawaii has been a member of since 1955.

E. Mental Health and Mental Retardation

The Department of Health (DH) is responsible for both mental health and mental retardation services in Hawaii. The DH maintains one state facility for the mentally retarded. In addition, the DH funds and administers eight mental health centers which are located in eight catchment areas. Each center has a mental health team assigned to it.

As a member of the Interstate Compact on Mental Health (ICMH) since 1973, all applicable out-of-state placements from Hawaii are required to go through the compact.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The out-of-state placement practices of public agencies in Hawaii is described in this section of the state's profile in summary tables and is accompanied by brief descriptive remarks. The finds have been organized to support consideration of the major issues relevant to the out-of-state placement of children that were identified in Chapter 1.

A. The Number of Children Placed in Out-of-State Residential Settings

A brief summary of the total number of out-of-state placements arranged by Hawaii public agencies precedes more specific findings about agency practices. This summary, in Table 12-2, generally introduces the out-of-state placement issue as it exists in Hawaii, and serves to frame subsequent findings in the profile. Local data, as found in other states described in this volume, does not appear in the following tables because public children's services are entirely a function of agencies within Hawaii's state government. In addition, information is presented for two state-level juvenile justice agencies, designated as Juvenile Justice I and Juvenile Justice II. The first juvenile justice agency refers to the family courts of the state-operated Circuit Court system, while the second agency refers to the Department of Social Services and Housing, Corrections Division. Information has been collected and presented for these two agencies because it was determined that they could place children out of Hawaii independent of one another. Similarly, mental health and mental retardation data is presented separately, despite the fact that both services are the responsibility of the Division of Mental Health of the Department of Health. This separation exists because it was necessary to contact both mental health and mental retardation officials to obtain complete information on out-of-state placements from the division.

One of the most notable findings reflected in Table 12-2 is the relative infrequency of out-of-state placements arranged by public agencies in Hawaii. Only 22 children left the state by the actions of these agencies and 68 percent of these children were placed by the family courts. The DSSH Public Welfare and Corrections Divisions were the only other agencies reporting out-of-state placements in 1978.

TABLE 12-2. HAWAII: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type						
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation	Total
State Agency Placements[b]	1	0	15	6	0	0	22
Local Agency Placements	--	--	--	--	--	--	--
Total	1	0	15	6	0	0	22

-- denotes Not Applicable.

a. Juvenile Justice I indicates data reported by the Hawaii family courts and Juvenile Justice II indicates data reported by the Corrections Division of DSSH.

b. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 12-3 for specific information regarding state agency involvement in arranging out-of-state placements.

B. The Out-of-State Placement Practices of State Agencies in Hawaii

Table 12-3 expands upon Table 12-2 by showing the number of children placed into other states by public agencies according to the type of involvement the agencies had in the placement process. Notably, all agencies were able to report the number of children placed by category of involvement, or rule out a type of involvement as not occurring during the reporting period.

Approximately 41 percent of the reported placements were arranged and funded by state agencies, including the single placement by the Public Welfare Division of DSSH, and over one-half of those placements reported by the family courts. The other placements reported by the family courts were those about which the court had some knowledge or indirect involvement, but which it did not necessarily arrange or fund.

All six out-of-state placements reported by the Corrections Division of DSSH were of parolees. The agency reported arranging these placements but sometimes sharing or deferring funding to families involved in sending or receiving the children.

TABLE 12-3. HAWAII: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed During 1978 by State Agencies					
	Child Welfare	Education	Juvenile Justice[a] I	Juvenile Justice[a] II	Mental Health	Mental Retardation
State Arranged and Funded	1	0	8	0	0	0
Locally Arranged but State Funded	--	--	--	--	--	--
Court Ordered, but State Arranged and Funded	0	0	0	0	0	0
Subtotal: Placements Involving State Funding	1	0	8	0	0	0
Locally Arranged and Funded, and Reported to State	--	--	--	--	--	--
State Helped Arrange, but not Required by Law or did not Fund the Placement	0	0	0	0	0	0
Other	0	0	0	6[c]	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[b]	1	0	15	6	0	0

-- denotes Not Applicable.

a. Juvenile Justice I indicates data reported by the Hawaii family courts and Juvenile Justice II indicates data reported by the Corrections Division of DSSH.

b. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

c. All out-of-state placements of parolees which were either funded by the state agency or the families involved.

The extent to which interstate compacts were utilized to arrange out-of-state placements is represented in Table 12-4. Compacts were used to arrange the 22 out-of-state placements, without exception, including those by the family courts. It should be noted that the state is not a member of the Interstate Compact for the Placement of Children, so that the single placement by the Public Welfare Division must have been processed through either the Interstate Compact on Juveniles or the Interstate Compact on Mental Health.

TABLE 12-4. HAWAII: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Juvenile Justice[a] I	Juvenile Justice[a] II
Total Number of State and Local Agency-Arranged Placements	1	15	6
Total Number of Compact-Arranged Placements Reported by State Agencies	1	15	6
Percentage of Compact-Arranged Placements	100	100	100

a. Juvenile Justice I indicates data reported by the Hawaii family courts and Juvenile Justice II indicates data reported by the Corrections Division of DSSH.

State agencies which arranged out-of-state placements in 1978 were asked to report the destinations of the children. The responses of the three placing agencies in Hawaii are summarized in Table 12-5. It must be pointed out that any children leaving Hawaii must travel at least 5,000 miles before reaching their destination, if they were placed in the continental United States.

California is the state which most frequently received placements from Hawaii, with over 36 percent of all children leaving Hawaii in 1978. Placements made to California were arranged by the family courts and the Corrections Division of DSSH. The remaining placements by these two agencies and the Public Welfare Division of DSSH went to 11 states as near to Hawaii as Oregon and as far as Pennsylvania. Again, it must be acknowledged that any placement out of Hawaii will necessarily be a great distance, and in terms of follow up and monitoring, there may be little difference if the placement is in Colorado, Virginia, or Wisconsin.

TABLE 12-5. HAWAII: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY HAWAII STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare	Juvenile Justice I	Juvenile Justice II
California	0	5	3
Colorado	0	1	0
Florida	0	0	1
Georgia	0	1	0
Missouri	0	1	0
Oregon	0	1	0
Pennsylvania	1	1	0
South Carolina	0	1	0
Texas	0	0	1
Virginia	0	1	0
Washington	0	2	1
Wisconsin	0	1	0
Placements for Which Destinations Could Not be Reported by State Agencies	0	0	0
Total Numbers of Placements	1	15	6

a. Juvenile Justice I indicates data reported by the Hawaii family courts and Juvenile Justice II indicates data reported by the Corrections Division of DSSH.

Agencies contacted in Hawaii were given opportunity to respond to a list of conditions and statuses that children may experience to describe the children that they placed out of state in 1978.

Table 12-6 contains the responses of those agencies and indicates that the single placement made by the Public Welfare Division of DSSH was of a foster child. The agency also noted in its response that the child was already in a foster home prior to leaving Hawaii, and that the foster parents moved to Pennsylvania, taking the child with agency authorization.

Both juvenile justice agencies placed adjudicated delinquents in other states, and the family courts also placed children who were unruly or disruptive, had drug or alcohol problems, or who were on parole.

Not indicated in the following table is that most of the children placed by the juvenile justice agencies were sent to live with relatives in other states.

TABLE 12-6. HAWAII: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]		
	Child Welfare	Juvenile Justice[b] I	II
Physically Handicapped	0	0	0
Mentally Handicapped	0	0	0
Developmentally Disabled	0	0	0
Unruly/Disruptive	0	X	0
Truants	0	0	0
Juvenile Delinquents	0	X	X
Emotionally Disturbed	0	0	0
Pregnant	0	0	0
Drug/Alcohol Problems	0	X	0
Battered, Abandoned, or Neglected	0	0	0
Adopted Children	0	0	0
Foster Children	X	0	0
Other	0	X	0

a. X indicates conditions reported.

b. Juvenile Justice I indicates data reported by the Hawaii family courts and Juvenile Justice II indicates data reported by the Corrections Division of DSSH.

The final piece of information to be presented in this profile relates to public expenditures for the placements that were reported. All placing agencies were asked to report their expenditures for out-of-state placements by the source of funds, whether they be state, federal, local, or other monies. Table 12-7 summarizes the responses that were received.

The Public Welfare Division of DSSH did not report its expenditures for the single foster child leaving the state in 1978, but the respondent noted that a small portion of the funds spent on this placement came from the federal Title XX program.

The juvenile justice agencies spent a combined $8,848 for the 21 placements that were reported. A sizable proportion of these expenses likely went toward transportation costs to get children to the homes of relatives.

TABLE 12-7. HAWAII: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type		
	Child Welfare	Juvenile Justice[a] I	Juvenile Justice[a] II
• State	*	$2,552	$6,296
• Federal	*	*	0
• Local	*	*	0
• Other	*	*	0
Total Reported Expenditures	*	*	$6,296

* denotes Not Available.

a. Juvenile Justice I indicated data reported by the Hawaii family courts and Juvenile Justice II indicates data reported by the Correction's Division of DSSH.

V. CONCLUDING REMARKS

From the foregoing information there would appear to be a sound basis for the following conclusions.

- Placing children out of Hawaii was not a widespread practice among public agencies in the state. The most difficult children to place, such as the emotionally disturbed or mentally and physically handicapped, did not leave the state.
- Out-of-state placements which were arranged by juvenile justice agencies were done so that unruly or disruptive, delinquent, or paroled children could live with relatives.
- Interstate compacts were consistently utilized to place these children to all areas of the continental United States, and therefore offered more protection from ambiguous legal situations.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Hawaii in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN IDAHO

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Judy Schrag, Supervisor of Special Education, Department of Education; Martha Noffsinger, Consultant, Department of Education; and John Shuler, Coordinator, Youth Rehabilitation Services Office, Department of Health and Welfare.

II. METHODOLOGY

Information was systematically gathered about Idaho from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Idaho appears below in Table 13-1.

TABLE 13-1. IDAHO: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone interview Mailed Survey: DHW officials	Telephone interview Mailed Survey: DOE officials	Telephone interview Mailed Survey: DHW officials	Telephone interview Mailed Survey: DHW officials
Local Agencies[a]	Not Applicable (State Offices)	Telephone Survey: 10 percent of 115 school districts to verify state information[b]	Telephone Survey: All 39 district courts	Not Applicable (State Offices)

a. The telephone survey was conducted by the Idaho League of Women Voters of Pocatello under a subcontract to the Academy.

b. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Idaho has the 11th largest land area (82,677 square miles) and is the 41st most populated (813,765) state in the United States. It has 10 cities with populations over 10,000 and three cities with populations over 30,000: Boise, Idaho Falls, and Pocatello. It has 44 counties, with Ada County (Boise) being the most populated county in the state, with a population of approximately 150,000. The 1978 estimated populations of persons eight to 17 years old was 150,326.

Idaho has only one Standard Metropolitan Statistical Area (SMSA), Boise (includes Ada County). Its border states are Utah, Wyoming, Montana, Nevada, Oregon, and Washington. It also shares a common border with Canada for a short distance.

Idaho was ranked 33rd nationally in total state and local per capita expenditures, 42nd in per capita expenditures for public welfare, and 31st in per capita expenditures for education.[1]

B. Child Welfare

The Idaho Department of Health and Welfare (DHW) is a consolidated agency which, among its many functions, has responsibility to provide child welfare services for the children of Idaho. Specifically, the department's Division of Welfare administers and supervises children's services in Idaho through its seven regional offices and through branch offices in many counties. Services include adoption, child protection, day care, and youth rehabilitation. Idaho has been a member of the Interstate Compact on the Placement of Children (ICPC) since 1976.

C. Education

The Idaho Department of Education (DOE) has major responsibility for the supervision, coordination, and delivery of public educational services through relevant state agencies and the state's 115 school districts. State law also authorizes the State Board of Education to assist Idaho's school districts in the development of appropriate educational programs and services for exceptional children. Accordingly, the Special Education Section of DOE funds, evaluates, coordinates, and monitors programs for exceptional children.

While the school districts have the authority to send children to suitable programs in other states, the Department of Education must approve all out-of-state placements funded with state revenue (Public Law 33-2004).[2] Since 90 percent of the local educational revenue is allocated by the state, and the remainder from the federal government with state oversight, state officials reported that school districts could not afford to independently arrange out-of-state placements. The only exception would involve a school district's decision to refer a child to the DHW or a district court for placement.

D. Juvenile Justice

In Idaho, district courts have jurisdiction over juveniles and dependent and neglected children. However, some localities have juvenile courts which operate under the magistrate divisions of district courts. Adjudicated delinquents are committed to the Youth Rehabilitation Services Office (YRSO) in DHW. The YRSO determines whether a youth should be detained at the Idaho Youth Services Center or provided community-based residential or nonresidential alternatives to institutionalization. Aftercare services are the responsibility of the DHW's seven regional directors. In 1978, the regional offices of DHW also provided juvenile probation services in all but seven counties, which had probation staffs reporting to the county commissioners. These seven counties were Ada, Canyon, Bingham, Latah, Elmore, Valley, and Boise.

The YRSO reportedly utilizes the Interstate Compact on Juveniles (ICJ) for arranging out-of-state placements. Idaho has been a member of this compact since 1961. However, it was reported that because of the different interpretations of judicial authority to place a child out of state, not all adjudicated delinquents are referred to DHW for placement out of state. This practice also occurs, in some cases, when there is no expenditure of funds for an out-of-state placement.

E. Mental Health and Mental Retardation

The Division of Community Rehabilitation (DCR) within DHW is responsible for mental health and mental retardation services in Idaho. There are no public mental health and mental retardation agencies at the local level. These services are provided locally by private agencies and by decentralized units of state government through regional offices. All applicable out-of-state placements involving the DCR are reported to be made pursuant to the provisions of the Interstate Compact on Mental Health (ICMH). Idaho has been a member of the compact since 1961.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The survey of Idaho state and local public agencies resulted in the findings discussed and tabularly displayed in the remainder of this profile. The information is organized to include the major questions regarding public agencies' involvement with the out-of-state placement of children in 1978.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 13-2 provides a summary introduction of out-of-state placement activity which was detected among the Idaho state and local public agencies that were surveyed. It should be recalled that the Department of Health and Welfare is a consolidated agency which administers programs for children needing services in the areas of child welfare, juvenile justice, mental health, and mental retardation. Only one figure, therefore, is reported for these combined types of services in Table 13-2. All figures provided should be reviewed with an understanding that the number of placements reported by any single agency may also have involved another agency. The total figure, then, may be an overrepresentation of the number of children placed out of state in 1978. The reader should review Table 13-6 to examine the extent to which interagency cooperation occured in the course of arranging out-of-state placements, and as a result learn the probable number of duplicated placements reported.

In total, 248 children were reported placed in out-of-state residential settings in 1978. Sixty-seven percent of these placements were arranged by state agencies, specifically, DHW. Local school districts arranged out-of-state placements for 16 children and the 39 district courts were involved in the placement of 65 children in other states.

TABLE 13-2. IDAHO: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, By Agency Type			
	Child Welfare/Juvenile Justice/Mental Health and Mental Retardation	Education	Juvenile Justice	Total
State Agency Placements[a]	167	0	--	167
Local Agency Placements	--	16	65	81
Total	167	16	65	248

-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 13-15 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 13-3 focuses further attention on the number of out-of-state placements arranged by the local education and juvenile justice agencies by county of jurisdiction, or location in the case of school districts. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all within them. In addition, the 1978 estimated population of persons eight to 17 years old in each county is displayed in order to facilitate an examination of the relationship between population differences and the incidence of reported out-of-state placements.

It can be observed from this table that in counties where out-of-state placements were reported, only one type of agency arranged the placements (excluding the multicounty jurisdiction of Lewis, Idaho, Clearwater, Latah and Nez Perce counties). Consideration of the out-of-state placements arranged by local juvenile justice agencies finds that a large portion of the children were placed by agencies in Ada (Boise) and Bannock Counties. Both of these counties have a large juvenile population, in addition to the fact that Ada County includes the only SMSA in Idaho. It also should be recalled that Ada County is one of the few counties that provides its own juvenile probation services.

In contrast, the local education placements are reported to be from the smaller Idaho counties, such as Franklin and Nez Perce. Both of these counties are on Idaho's borders: Franklin County on the state line shared with Utah and Nez Perce on the Washington and Oregon border. These two counties' school districts made over 81 percent of the reported education placements.

TABLE 13-3. IDAHO: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Ada	23,832	0	30 est
Adams	637	0	0
Bannock	9,780	0	10 est
Bear Lake	1,215	0	0
Benewah	1,294	0	0
Bingham	7,073	0	3 est
Blaine	1,297	0	2 est
Boise	372	0	0
Bonner	3,719	1	--
Bonneville	12,137	0	4 est
Boundary	1,243	0	0
Butte	640	0	0
Camas	182	0	0
Canyon	12,935	0	0
Caribou	1,829	0	0
Cassia	3,716	0	0
Clark	225	0	0
Clearwater	1,837	0	--
Custer	557	0	0
Elmore	3,795	0	0
Franklin	1,774	9	0
Fremont	2,035	0	2 est
Gem	2,014	0	0
Gooding	1,758	0	0
Idaho	2,679	0	--
Jefferson	2,798	0	0
Jerome	2,481	0	0
Kootenai	8,075	0	0
Latah	3,679	0	--
Lemhi	1,225	0	5 est
Lewis	714	0	--
Lincoln	619	0	0
Madison	2,622	0	0
Minidoka	3,800	1	0
Nez Perce	5,440	4 est	--
Oneida	534	0	0
Owyhee	1,466	0	0
Payette	2,582	0	0
Power	1,207	0	0
Shoshone	3,769	0	0
Teton	569	0	0
Twin Falls	8,108	1	0
Valley	693	0	3 est
Washington	1,370	0	0

TABLE 13-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Multicounty Jurisdiction			
Lewis, Idaho, Clearwater, Latah, Nez Perce		--	6
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		16 est	65 est
Total Number of Local Agencies Reporting		115	39

-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

Table 13-4 provides detailed information on the involvement of Idaho's local public agencies in arranging out-of-state placements in 1978. All participating agencies were able to respond to questions about their involvement in out-of-state placements. A higher percentage of juvenile justice agencies were involved in out-of-state placements of children than local school districts. Seven of the 115 local education agencies placed outside of Idaho, while 23 percent, or nine juvenile justice agencies, reported arranging such placements.

TABLE 13-4. IDAHO: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type	
	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	7	9
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0
Agencies Which Did Not Place Out of State	108	30
Agencies Which Did Not Participate in the Survey	0	0
Total Local Agencies	115	39

Table 13-5 gives the responses of 108 school districts and 30 juvenile justice agencies regarding their non-involvement in out-of-state placement. Nearly 92 percent of the responses for Idaho school districts were to the "Other" category, often with a specification that no children were in need of such placements during that year. In a similar vein, six education agencies indicated that sufficient services were available within the state for children with special needs. Three responses acknowledged a lack of funds for such placements.

A difference in opinion about judicial authority in Idaho to directly place children out of state was briefly discussed in section III. This disagreement is reflected in the juvenile justice agencies' responses to this survey question. Almost 72 percent of the responses stated that no out-of-state placements occurred because the agency lacked statutory authority. Agencies also reported that there was no need to place a child out of state during that year ("Other" category), that there was a lack of funds for such activity, and that sufficient services were available within Idaho for children under the agency's jurisdiction.

TABLE 13-5. IDAHO: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reasons(s)	
	Education	Juvenile Justice
Lacked Statutory Authority	0	25
Restricted	0	0
Lacked Funds	3	5
Sufficient Services Available in State	6	2
Other[b]	103	3
Number of Agencies Reporting No Out-of-State Placements	108	30
Total Number of Agencies Represented in Survey	115	39

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The extent of interagency cooperation in the arrangement of out-of-state placements is illustrated in Table 13-6. It was reported that all seven placing school districts arranged the placements with the cooperation of the Department of Education. The juvenile justice agencies that placed children out of state also reported a high level of cooperation with a state agency, the Department of Health and Welfare.

TABLE 13-6. IDAHO: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	7	6	9	23
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	7	100	8	89
Number of CHILDREN Placed Out of State	16	100	65	100
Number of CHILDREN Placed Out-of-State with Interagency Cooperation	16	100	54	83

a. See Table 13-4.

All local agencies reporting involvement in arranging out-of-state placements were asked to specify the conditions or statuses of the children they helped to place. Responses for the education agencies most frequently mentioned mentally ill or emotionally disturbed children, as reflected in Table 13-7. However, physically handicapped and mentally retarded or developmentally disabled children were mentioned almost as frequently. One school district reported placing a child who was battered, abandoned, or neglected.

The responses to this question by juvenile justice agencies were much more varied. Unruly/disruptive children and juvenile delinquents were the most commonly mentioned, as might be expected. Mentally ill/emotionally disturbed youth, individuals with drug/alcohol problems, and battered, abandoned, or neglected children also received a large number of responses. One to three responses were also given, however, to conditions or statuses which are often within other agencies' service arena, including children with special education needs and mentally retarded or developmentally disabled youth.

TABLE 13-7. IDAHO: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Physically Handicapped	6	0
Mentally Retarded or Developmentally Disabled	6	3
Unruly/Disruptive	0	9
Truant	0	3
Juvenile Delinquent	0	9
Mentally Ill/Emotionally Disturbed	7	6
Pregnant	0	2
Drug/Alcohol Problems	0	4

TABLE 13.7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Battered, Abandoned, or Neglected	1	4
Adopted	0	2
Special Education Needs	0	3
Multiple Handicaps	0	1
Other	0	0
Number of Agencies Reporting	7	9

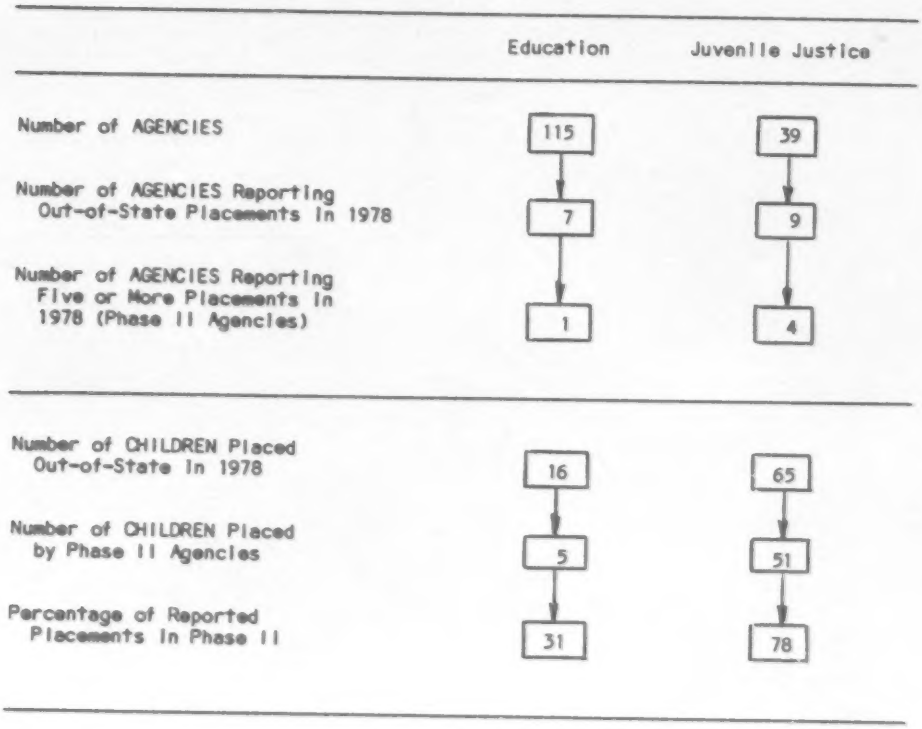
a. Some agencies reported more than one type of condition.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Idaho's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

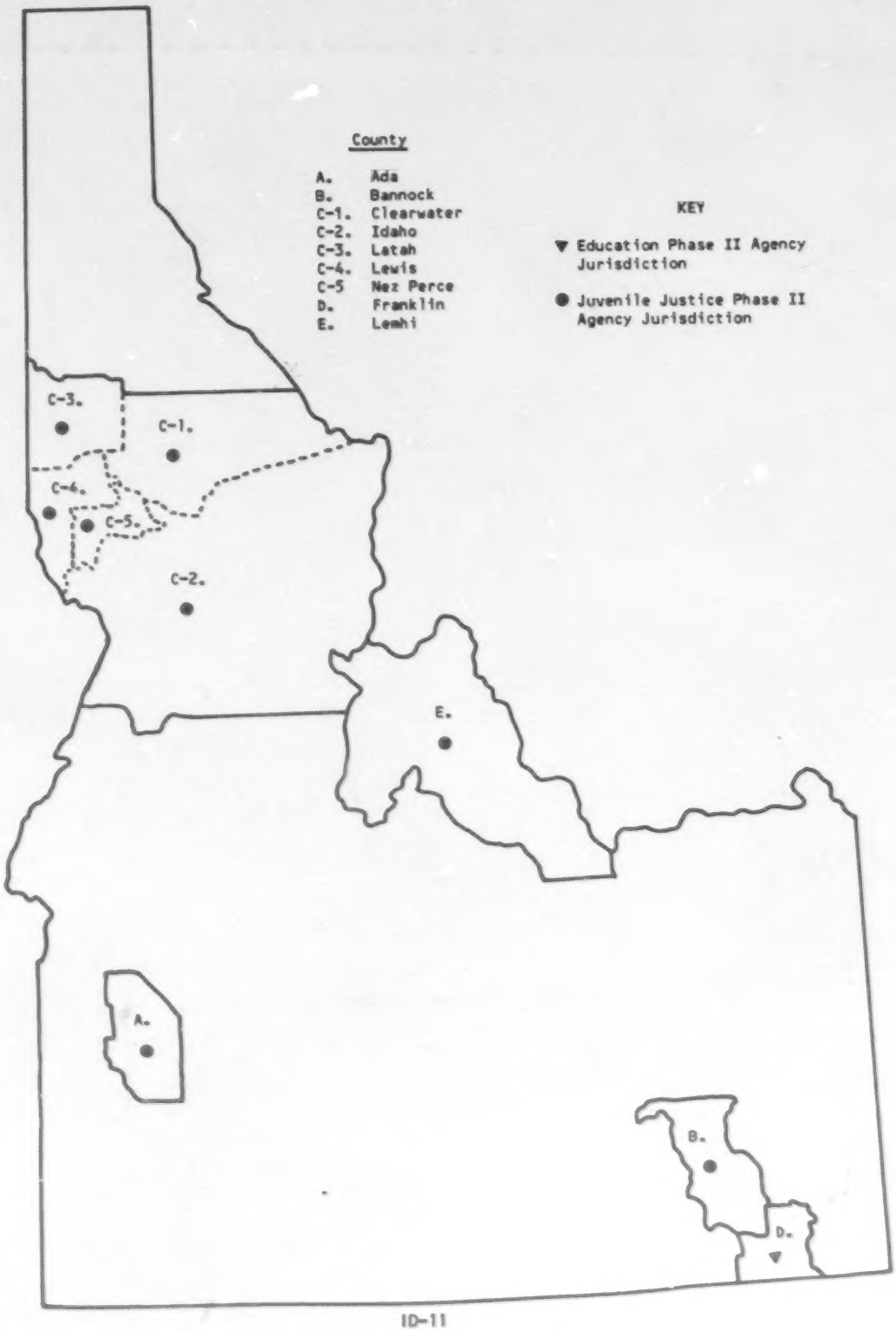
The relationship between the number of local Idaho agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 13-1. Although only one local school district of the seven agencies reporting out-of-state placements was a Phase II agency, it reported arranging 31 percent of the education placements. Local juvenile justice agencies which reported out-of-state placement involvement had a larger proportion of Phase II agencies, 44 percent, reporting a much greater number of children out of state: 51 children, or 78 percent of the local juvenile justice placements. Clearly, the detailed information to be reported on these juvenile justice Phase II agencies is descriptive of the majority of out-of-state placements arranged by local agencies of this service type in 1978.

FIGURE 13-1. IDAHO: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE



The locations of the county in which the single Phase II education agency is located and the counties which the four Phase II juvenile justice agencies serve are illustrated in Figure 13-2. The large multicounty jurisdiction of one juvenile justice Phase II agency adjoins another in Lemhi County, making up the large area served by these Phase II agencies in the northern portion of the state. The Phase II juvenile justice agencies serving Ada and Bannock Counties include the cities of Boise and Pocatello, respectively. The one Phase II school district, it can be seen, is located in a county bordering Utah.

FIGURE 13-2. IDAHO: COUNTY LOCATION OF PHASE II AGENCIES



ID-11

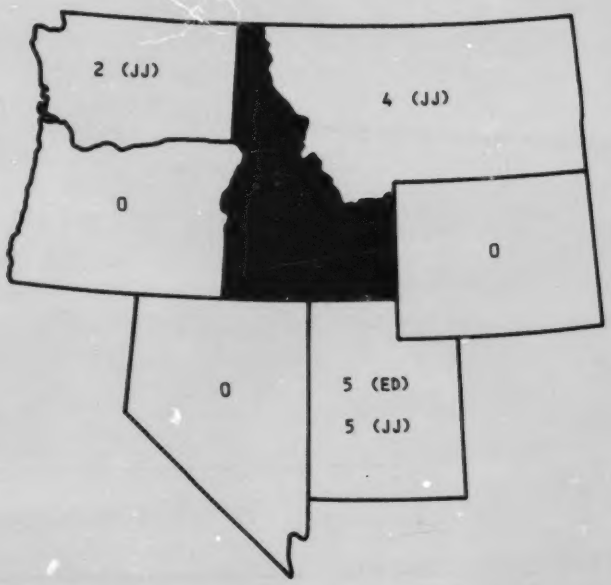
A further area of interest was the destinations of the children placed out of state by Idaho Phase II agencies. Table 13-8 reflects that the one responding school district placed all five children into Utah, a border state.

The destinations of over 70 percent of the children placed by the four reporting juvenile justice agencies were not available. However, of the 15 children whose destinations were reported, one-third were also sent to Utah, four to Montana, and two each to California, Colorado, and Washington. The prevalent use of Idaho's contiguous states for placement purposes is illustrated in Figure 13-3.

TABLE 13-8. IDAHO: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Education	Juvenile Justice
California	0	2
Colorado	0	2
Montana	0	4
Utah	5	5
Washington	0	2
Placements for Which Destinations Could Not be Reported by Phase II Agencies	0	36
Total Number of Phase II Agencies	1	4
Total Number of Children Placed by Phase II Agencies	5	51

FIGURE 13-3. IDAHO: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO IDAHO BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II school districts reported destinations for five children. Local Phase II juvenile justice agencies reported destinations for 15 children.

Those local agencies which placed five or more children out of Idaho in 1978 were asked to describe their reasons for becoming involved in the practice. The one school district reported several reasons, as shown in Table 13-9, which included having previous success with an out-of-state program, the lack of comparable services within Idaho, and the inability of children to adapt to an Idaho facility.

These three reasons were also given by the responding juvenile justice agencies, along with multiple selections of other reasons offered. They included the decision to have the child live with an out-of-state relative and the awareness of an out-of-state facility being closer to a child's home than one in Idaho. One response was given acknowledging placement was an alternative to in-state public institutionalization.

TABLE 13-9. IDAHO: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENICES Reporting	
	Education	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	2
Previous Success with Receiving Facility	1	3
Sending State Lacked Comparable Services	1	2
Standard Procedure to Place Certain Children Out of State	0	0
Children Failed to Adapt to In-State Facilities	1	2
Alternative to In-State Public Institutionalization	0	1
To Live with Relatives (Non-Parental)	0	2
Other	0	0
Number of Phase II Agencies Reporting	1	4

a. Some agencies reported more than one reason for placement.

These same education and juvenile justice agencies reported the type of placement setting most frequently used out of state. Residential treatment or child care facilities were most commonly used by the education agency and three-fourths of the juvenile justice agencies. Relatives' homes were identified by the other juvenile justice agency as the most repeatedly used setting.

TABLE 13-10. IDAHO: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Residential Treatment/ Child Care Facility	1	3
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	0	0
Group Home	0	0
Relative's Home (Non-Parental)	0	1
Adoptive Home	0	0
Other	0	0
Number of Phase II Agencies Reporting	1	4

The monitoring practices for out-of-state placements by local agencies placing five or more children was also sought in this survey. As shown in Table 13-11, the local school district required an annual written progress report about the children it had placed. Three local juvenile justice agencies requested a similar progress report, but on a quarterly basis. Two local juvenile justice agencies reported conducting on-site visits, either on a quarterly basis or periodically. In addition, all four juvenile justice agencies used phone calls as a method of monitoring, with one agency specifying they occur quarterly.

TABLE 13-11. IDAHO: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Education	Juvenile Justice
Written Progress Reports	Quarterly	0	3
	Semiannually	0	0
	Annually	1	0
	Other[b]	0	0
On-Site Visits	Quarterly	0	1
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	1
Calls	Quarterly	0	1
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	3

TABLE 13-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Education	Juvenile Justice
Other	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	1
Total Number of Phase II Agencies Reporting		1	4

a. Some agencies reported more than one method of monitoring.

b. Includes monitoring practices which did not occur at regular intervals.

In general, both the local education and juvenile justice agencies reported not using local funds to place children out of state. One juvenile justice agency did report the use of local funds but was not able to specify the amount.

D. Use of Interstate Compacts by State and Local Agencies

An area of special importance to an examination of out-of-state placement practices concerns the extent to which interstate compacts are utilized to arrange the placements. Table 13-12 displays findings about the number of agencies which did not use a compact to arrange any out-of-state placements in 1978. In total, nine of 16 agencies which placed children out of state reported not having used a compact to arrange any placements. Assuming that the seven school districts placed children in facilities which were primarily educational in nature, a lack of compact use is expected because such placements are not under the purview of any compact. Only two local juvenile justice agencies reported a lack of compact use, and one of those agencies placed five or more children out of state. Further review of Table 13-12 shows that the ICJ was the specific type of compact utilized to arrange placements involving two local juvenile justice agencies with five or more out-of-state placements.

TABLE 13-12. IDAHO: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	6	5
• Number Using Compacts	0	4
• Number Not Using Compacts	6	1
• Number with Compact Use Unknown	0	0

TABLE 13-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Juvenile Justice
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	1	4
• Number Using Compacts	0	3
Interstate Compact on the Placement of Children		
Yes	0	0
No	1	4
Don't Know	0	0
Interstate Compact on Juveniles		
Yes	0	2
No	1	1
Don't Know	0	1
Interstate Compact on Mental Health		
Yes	0	0
No	1	4
Don't Know	0	0
• Number Not Using Compacts	1	1
• Number with Compact Use Unknown	0	0
TOTALS		
Number of AGENCIES Placing Children Out of State	7	9
Number of AGENCIES Using Compacts	0	7
Number of AGENCIES Not Using Compacts	7	2
Number of AGENCIES with Compact Use Unknown	0	0

Supplemental information regarding the utilization of interstate compacts by Idaho local agencies is given in Table 13-13, which summarizes findings about the number of children who were or were not placed out of state through a compact. Similar to the preceding table, Table 13-13 allows for an examination of differences in compact use between agencies reporting four or less placements, and those reporting more than that number. Overall, 30 children were placed out of state in 1978 by local education and juvenile justice agencies without a compact. Of course, none of the 16 children placed out of state by school districts were compact-arranged placements, and 34 of 65 children placed by local juvenile justice were also sent to placements which were not compact arranged. It can also be determined that the two local juvenile justice agencies which reported five or more placements placed only 15 children through the ICJ.

TABLE 13-13. IDAHO: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN	
	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	11	14
• Number Placed with Compact Use	0	4
• Number Placed without Compact Use	11	4
• Number Placed with Compact Use Unknown[a]	0	6
CHILDREN PLACED BY PHASE II AGENCIES	5	51
• Number Placed with Compact Use	0	16
Number through Interstate Compact on the Placement of Children	0	0
Number through Interstate Compact on Juveniles	0	15
Number through Interstate Compact on Mental Health	0	0
• Number Placed without Compact Use	5	30
• Number Placed with Compact Use Unknown[b]	0	5
TOTALS		
Number of CHILDREN Placed Out of State	16	65
Number of CHILDREN Placed with Compact Use	0	20
Number of CHILDREN Placed without Compact Use	16	34

TABLE 13-13. (Continued)

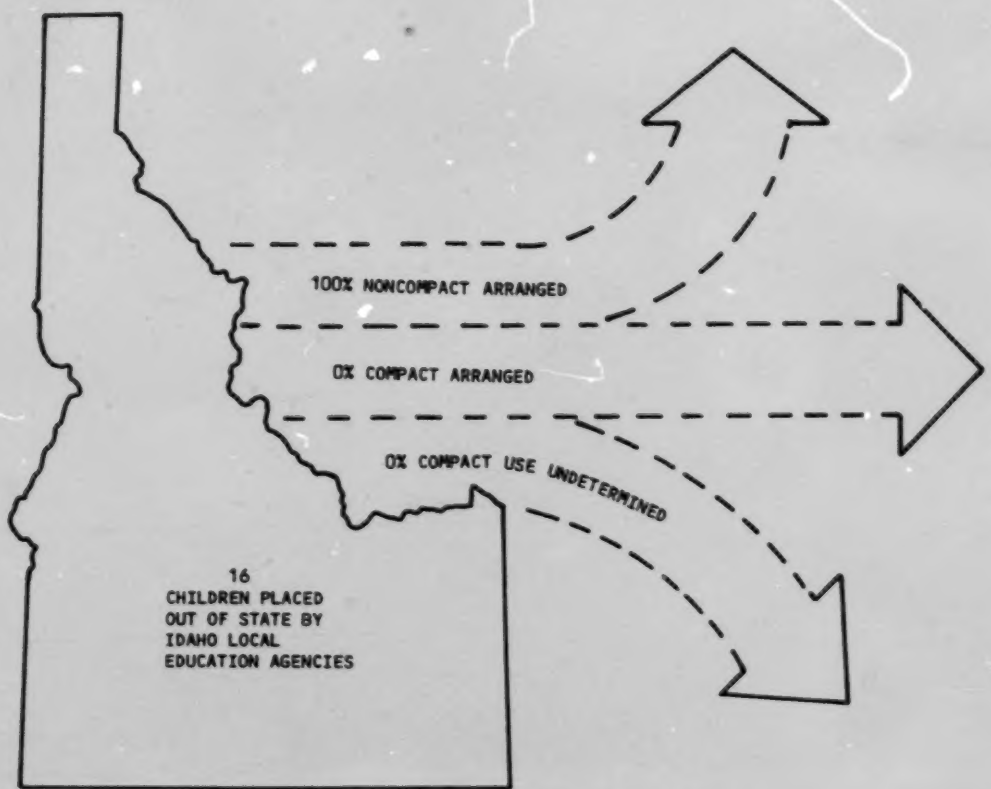
Number of CHILDREN Placed with Compact Use Unknown	0	11

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placements. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

A graphic summarization of compact utilization for the 81 children placed out of state by local education and juvenile justice agencies is illustrated in Figures 13-4 and 13-5. These figures illustrate the percentage of placements involving those two types of agencies which were noncompact arranged, compact arranged, or undetermined with respect to compact utilization.

FIGURE 13-4. IDAHO: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978



ID-18

FIGURE 13-5. IDAHO: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978

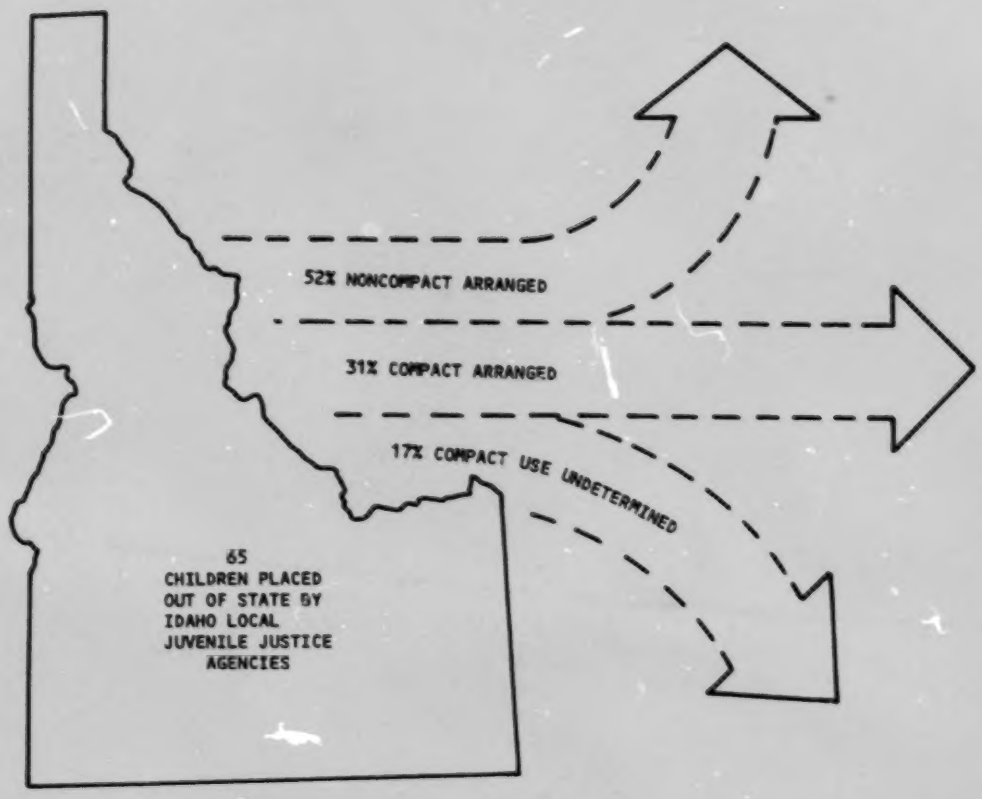


Table 13-14 reflects the Idaho state agencies' response to a question about interstate compact utilization among the public agencies under their supervision. Therefore, the state response by the Department of Health and Welfare (DHW) for its own child welfare, juvenile justice, mental health, and mental retardation sections, as well as responses by the local district courts is provided. Only 35 percent of the 232 out-of-state placements reported were known to have been arranged through a compact.

The state education agency reported that no children placed out of state in 1978 by Idaho education agencies were processed through such an interstate agreement. This is not surprising considering no compact includes facilities totally educational in character to be under its purview.

TABLE 13-14. IDAHO: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare/Juvenile Justice/Mental Health and Mental Retardation	Education
Total Number of State and Local Agency Arranged Placements	232[a]	16
Total Number of Compact-Arranged Placements Reported by State Agencies	128	0
Percentage of Compact-Arranged Placements	55	0

a. Includes all placements reported to have been arranged by the state Department of Health and Welfare and the local district courts.

E. The Out-of-State Placement Practices of State Agencies

In order to discuss Idaho state agency involvement in the out-of-state placement of children, a great deal of attention must be focused on the Department of Health and Welfare (DHW), the major provider of children's services at this level of government. Although DHW administers these services for children through several specialized divisions, the survey data for child welfare, juvenile justice, mental health, and mental retardation services was supplied in a consolidated form, and is reported in this manner in the following tables.

Table 13-15 reflects the type of involvement DHW and the Department of Education had in arranging out-of-state placements during 1978. It is interesting to note that only 39 of the reported 167 DHW-arranged placements involved state funding. In comparison, state funds were reported to be used by the Department of Education for all 15 reported placements arranged by local school districts. The DOE's knowledge of placement activity among school districts was quite accurate, with a discrepancy of only one placement. Clearly, the fiscal relationship between DOE and school districts in the placement process is directly linked to this level of knowledge by DOE.

TABLE 13-15. IDAHO: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies	
	Child Welfare/Juvenile Justice/Mental Health and Mental Retardation	Education
State Arranged and Funded	39	0
Locally Arranged but State Funded	0	15
Court Ordered, but State Arranged and Funded	0	0
Subtotal: Placements Involving State Funding	39	15
Locally Arranged and Funded, and Reported to State	0	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	128	0
Other	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	167	15

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

State agencies were also asked to identify the destinations of the children they reported to have been placed out of state. This information is displayed in Table 13-16, which shows that the DHW reported the destinations of all 167 out-of-state placements known to the agency. DHW arranged the majority of its placements in the Pacific and Mountain states, including 50 percent of the placements being sent to Idaho's six contiguous states (Washington, Oregon, Nevada, Utah, Wyoming, and Montana). California was the receiving state for the largest number of children, followed by Oregon and Washington. Nearly 22 percent of the DHW-reported placements were to states outside of the Pacific and Mountain regions, to states as distant as Massachusetts, Pennsylvania, and South Carolina.

The Department of Education was also able to provide the destinations for all the placements it reported. The neighboring state of Utah was reported to have received nine, or 60 percent, of these school district placements. Washington, North Dakota, and Colorado were reported to have received three, two, and one Idaho education placements, respectively. Therefore, 80 percent of DOE reported placements were to contiguous states.

TABLE 13-16. IDAHO: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed	
	Child Welfare/Juvenile Justice/Mental Health and Mental Retardation	Education
Alabama	2	0
Arizona	8	0
Arkansas	1	0
California	32	0
Colorado	1	1
Kentucky	2	0
Louisiana	2	0
Massachusetts	2	0
Michigan	1	0
Minnesota	1	0
Missouri	1	0
Montana	8	0
Nevada	3	0
New Jersey	1	0
New Mexico	3	0
New York	2	0
North Dakota	1	2
Oklahoma	1	0
Oregon	27	0
Pennsylvania	3	0
South Carolina	1	0
Texas	15	0
Utah	17	9
Washington	24	3
Wyoming	5	0
Placements for Which Destinations could Not be Reported by State Agencies	0	0
Total Number of Placements	167	15

The characteristics of children placed outside of Idaho for residential services were also reported by state agencies. Table 13-17 reflects this information and shows that DHW mentioned a range of conditions, which match the diverse service responsibilities of this agency. The Department of Education reported two conditions to describe the children placed out of state, mentally handicapped and emotionally disturbed.

TABLE 13-17. IDAHO: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]	
	Child Welfare/Juvenile Justice/Mental Health and Mental Retardation	Education
Physically Handicapped	0	0
Mentally Handicapped	X	X
Developmentally Disabled	0	0
Unruly/Disruptive	0	0
Truants	0	0
Juvenile Delinquents	X	0
Emotionally Disturbed	X	X
Pregnant	0	0
Drug/Alcohol Problems	0	0
Battered, Abandoned, or Neglected	X	0
Adopted Children	X	0
Foster Children	X	0
Other	0	0

a. X indicates conditions reported.

Out-of-state relatives' homes is the most frequently used residential setting for children placed out of Idaho by DHW. However, the agency also reported arranging placements in adoptive homes and residential treatment facilities. The Department of Education reported that residential treatment or child care facilities were most often used by local school districts when children were placed out of state.

Finally, the public funds expended for making out-of-state placements in 1978 are reported in Table 13-18. Both state agencies were able to provide the amount of state and federal dollars spent for these placements. DHW reported total expenditures of $395,000 and the DOE expended $94,000 for such placements in 1978.

TABLE 13-18. IDAHO: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type	
	Child Welfare/Juvenile Justice/Mental Health and Mental Retardation	Education
• State	$125,000	$75,000
• Federal	270,000	19,000
• Local	0	*
• Other	0	*
Total Reported Expenditures	$395,000	*

* denotes Not Available.

F. State Agencies Knowledge of Out-of-State Placements

Public services for children are primarily operated by state government in Idaho, and Table 13-19 reflects these agencies' overall knowledge of 1978 out-of-state placement activity within the state. What is readily apparent in this table is that the multiservice agency (DHW) did not report the involvement of local district courts in this practice. Therefore, only 72 percent of the out-of-state placements made by four public service areas in Idaho were known to the state agency.

The state education agency, in contrast, reported that local school districts were involved in sending one less child out of Idaho in 1978 than the local agency survey identified.

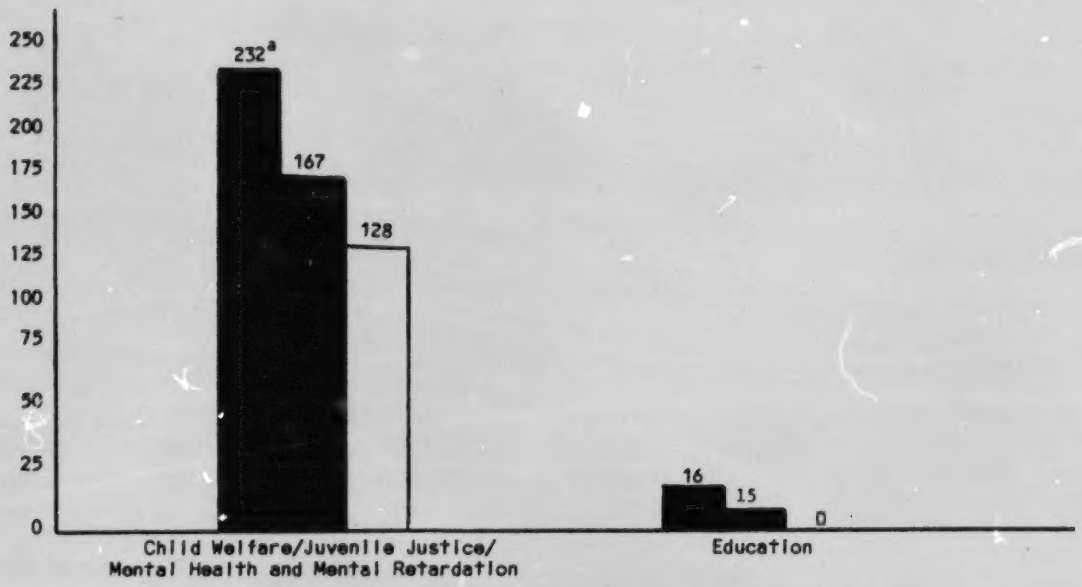
TABLE 13-19. IDAHO: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/Juvenile Justice/Mental Health and Mental Retardation	Education
Total Number of State and Local Agency Placements	232[a]	16
Total Number of Placements Known to State Agency	167	15
Percentage of Placements Known to State Agencies	72	94

a. Includes all placements reported to have been arranged by the Department of Health and Welfare and the local district courts.

The reporting discrepancies in Idaho state and local agency incidences of out-of-state placement are illustrated in Figure 13-6. Also, the state agencies' knowledge of public agency interstate compact use is contrasted to the incidence reports. When the compact use information provided by the local district courts in Table 13-13 is recalled (31 percent with compact use), it becomes apparent that the state agency responsible for the administration of all three relevant compacts, DHW, received some placement information from the local juvenile justice agencies.

FIGURE 13-6. IDAHO: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND THE USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. Includes all placements reported to be arranged by the Department of Health and Welfare and the local district courts.

State and Local Placements

State and Local Placements Known to State Agencies

State and Local Compact-Arranged Placements Reported by State Agencies

V. CONCLUDING REMARKS

There are several conclusions which can be drawn from the survey of Idaho state and local public agencies about their out-of-state placement practices. The ability of agencies in both state and local government to report their involvement in this practice was excellent and certainly indicative of

effective information retrieval systems. Other conclusions that can be drawn from the survey results follow:

- Local school district placements were primarily made by agencies in border counties to states which are contiguous to Idaho.
- The reported difference of opinion involving juvenile courts' authority to directly place children out of state was confirmed by the conflicting survey results. Sixty-four percent of the responses from local agencies reported lacking statutory authority to place out of state. In contrast, 23 percent of the agencies reported making placements.
- The Idaho Department of Health and Welfare reported that children with a variety of conditions or statuses were sent to settings in states throughout the country. The frequent use of relatives' homes by this agency may account for the range of states used for placement.
- Utilization of interstate compacts as determined in the survey was not extensive in 1978. Of the 248 out-of-state placements reported, only 128 (52 percent) were compact arranged.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Idaho in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTES

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

2. Idaho Public Law 33-2004.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN MONTANA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Paul Spoor, Special Education, Office of the Superintendent of Public Instruction, Department of Education; Pete W. Surdock, Jr., Assistant Chief, Social Services Bureau, Department of Social and Rehabilitation Services; Daniel D. Russell, Administrator, Corrections Division, Department of Institutions; and Bailey Molineaux, Mental Health and Residential Services Division, Department of Institutions.

II. METHODOLOGY

Information was systematically gathered about Montana from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessement of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Montana appears below in Table 27-1.

TABLE 27-1. MONTANA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone interview	Telephone interview	Telephone interview	Telephone interview
	Mailed Survey: DSRS officials	Mailed Survey: BPE officials	Mailed Survey: DSRS officials	Mailed Survey: DOI officials
Local Agencies	Telephone Survey: 10 percent sample of the 56 local child welfare agencies to verify state information[a]	Telephone Survey: 10 percent sample of the 575 school districts to verify state information[a]	Telephone Survey: All 19 local probation departments	Not Applicable (State Offices)

a. Information attributed in this profile to the state's local child welfare agencies and school districts was gathered from the state child welfare and education agencies and the ten percent samples.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Montana has the fourth largest land area (145,587 square miles) and is the 43rd most populated state (746,244) in the United States. It has eight cities with populations over 20,000. Billings is the most populated city in the state, with a population over 68,000. Helena, the capital, is the fourth most populated city in the state with over 26,000. It has 54 counties and two city-county consolidations, Butte-Silver Bow and Anaconda-Deer Lodge. The estimated 1978 population of persons eight to 17 years old was 139,117.

Montana has two Standard Metropolitan Statistical Areas (SMSAs). Its border states are Idaho, Wyoming, South Dakota, and North Dakota.

Montana was ranked 12th nationally in total state and local per capita expenditures, seventh in per capita expenditures for education, and 31st in per capita expenditures for public welfare.

B. Child Welfare

The child welfare system in Montana is supervised by the Department of Social and Rehabilitation Services (DSRS) through eight district offices and administered by the 56 local departments of welfare on a county and multicounty basis. The lead state agency for planning and coordinating basic services is the DSRS' Community Services Division. Programs are funded by federal, state, and local monies.

The local welfare departments are prohibited by law from placing adopted and foster care children outside of Montana without state approval. The local agencies must also comply with all Department of Social and Rehabilitation Services' regulations. The state pays for 50 percent of the cost of foster

care. The DSRS maintains statewide records on all child welfare-related placements and is a member of the Interstate Compact on the Placement of Children (ICPC). Montana has been a member of the compact since 1975.

C. Education

Public elementary and secondary education in Montana is supervised at the state level by a seven-member, gubernatorially appointed Board of Public Education (BPE) and the Office of Public Instruction (OPI), and is provided by Montana's 575 school districts. Additionally the school districts provide special education to handicapped children.

Although Montana's 575 school districts may place handicapped children out of state without the knowledge of the Board of Public Education or OPI, total or near total participation in placement costs by the state agency makes such unreported placements highly unlikely. Only handicapped children are placed out of state through the public school system. However, local school districts may cooperate with local social service agencies, such as county welfare agencies, in placing other children out of Montana.

D. Juvenile Justice

District courts hold jurisdiction in Montana over dependent and neglected children and juvenile delinquents. Local probation agencies provide services to youth placed on probation by the 19 district courts. Some of these court districts and their probation offices serve a multicounty area and all are reported to be able to place children out of state independent of state government. Some courts, although rarely, have their own funds for placements or, more commonly, they may order the Department of Social and Rehabilitation Services to provide the funds.

Judges in the district courts are elected by their local districts. Operational funds for the court, including the salaries of the probation officers, come from county funds. The only exception to this otherwise county-based system is that the judges are paid by the state.

Adjudicated delinquents may be committed to the Department of Institutions, which operates two juvenile training centers through its Corrections Division. The division has an Aftercare Services Bureau which administers parole services. The Department of Institutions does not have statewide information on the number of juveniles placed out of state. It maintains records only on youth committed to state institutions but not for juveniles on probation. State law also prohibits the placement of status offenders in youth correctional facilities, either in or out of state (State of Montana, Section 41-5-523MCA, 1979). The Department of Institutions is responsible for administering the Interstate Compact on Juveniles (ICJ). Montana has been a member of the compact since 1967.

E. Mental Health and Mental Retardation

Both mental health and mental retardation services are provided to Montana residents by the Department of Institutions (DOI), through its Mental Health and Residential Services Division (MHRSD) and the Social Rehabilitation Services Division (SRSD). The Mental Health and Residential Services Division operates six public institutions for both the mentally retarded and mentally ill. This division also administers the Interstate Compact on Mental Health (ICMH) for both service divisions of the department. Montana joined the ICMH in 1971. This Division provides funding to private, nonprofit community mental health boards for local mental health services purchase and delivery. The Social Rehabilitation Services Division, through five regional offices, contracts with private providers for residential care of the mentally retarded.

F. Recent Developments

Montana is reported to have a gubernatorially mandated interagency review committee which is required to review and evaluate all institutional placements made out of state. This excludes adopted and foster

home placements. Representation on the committee crosses three state agencies involved in out-of-state placements: the Department of Institutions (for juvenile offenders, the emotionally disturbed, mentally retarded, and substance abusers), the Office of the Superintendent of Public Instruction (for handicapped children), and the Department of Social and Rehabilitation Services.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The findings from the survey of state and local agencies in Montana follow in tabular form and are accompanied by interpretative remarks which highlight major trends in the data. The findings are put forth in such a way that they respond directly to the major issues in out-of-state placement of children identified in Chapter I.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 27-2 gives the aggregate number of placements made by Montana state and local agencies and sets the tone for the following discussions.

The Department of Social and Rehabilitation Services (DSRS) was not able to report the number of placements it helped to arrange and did not fund. However, DSRS did report a placement it arranged and funded under a court order and one it arranged and funded itself outside Montana. All state agencies and at least one local agency from each service area were involved in out-of-state placements. The local child welfare agencies reported the highest placement activity, amounting to over one-half of Montana's out-of-state placements. Further implications about the placement rates will be discussed in succeeding tables.

It should be understood that the number of placements reported by any single agency may have involved the cooperation of another agency. Therefore, the number of some placements may be duplicated because of multiagency involvement in single placements.

TABLE 27-2. MONTANA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*[b]	5	18	15	38
Local Agency Placements	100	19	36	--	155
Total	100	24	54	15	193

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 27-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The state child welfare agency was not able to report the number of placements it helped to arrange when that assistance was not required by law and was not funded by this agency. However, it did report out-of-state placements of two children which it arranged and funded.

Table 27-3 illustrates the number of out-of-state placements arranged by the local school districts in their county of location, and by the local child welfare and juvenile justice agencies by county of jurisdiction. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them. Some of the juvenile justice agencies have multicounty jurisdiction and are displayed as such.

The local child welfare agencies serving Yellowstone (Billings) and Cascade (Great Falls) Counties, which are the most populated counties in Montana, arranged 35 and 16 placements, respectively. The high incidence of such placements was significantly greater than any other local agency in the other counties of the state. Montana's two Standard Metropolitan Statistical Areas solely consist of these two counties.

As can be seen in Table 27-3, a majority of Montana's counties have under 5,000 juvenile residents. Fourteen of these less-populated counties were involved with 37 of the 100 child welfare placements reported. Such counties include Valley, Custer, Fergus, and Richland, all of which placed from four to seven children out of Montana in 1978.

Similar placement patterns to the child welfare agencies were reported by the local school districts and local juvenile justice agencies. For instance, the local school districts serving Cascade and Yellowstone Counties reported five and three placements, respectively, totaling over 42 percent of the educational placements. In addition, the more populous Missoula County placed three children out of state. Again, similar to the local child welfare placement patterns, low population counties also reported placements out of Montana, with Rosebud County's school districts reporting four out-of-state placements.

Although local juvenile justice agencies had mostly multicounty jurisdictions, higher numbers of placement were still initiated in the larger counties. The one exception was the local juvenile justice agency serving Park and Sweet Grass Counties, with a combined juvenile population of 2,379. This agency reported the same number of placements as the Yellowstone County juvenile justice agency.

TABLE 27-3. MONTANA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Beaverhead	1,402	3	0	--
Big Horn	2,386	1	0	--
Blaine	1,393	0	0	--
Broadwater	525	0	0	--
Carbon	1,265	0	0	--
Carter	274	0	1	--
Cascade	16,417	16	3	--
Chouteau	1,126	0	0	--
Custer	2,353	6	0	--
Daniels	545	0	0	--
Dawson	2,118	2	1	--
Deer Lodge	2,499	0	1	--
Fallon	814	0	0	--
Fergus	2,445	4	0	--
Flathead	8,716	3	0	0
Gallatin	6,062	0	0	0
Garfield	313	0	0	--
Glacier	2,567	0	0	--
Golden Valley	121	0	0	--
Granite	510	0	0	--
Hill	3,146	0	0	--
Jefferson	1,371	0	0	--
Judith Basin	499	0	0	--
Lake	3,155	3	0	--
Lewis and Clark	6,742	4	1	--
Liberty	491	0	0	--
Lincoln	3,343	1	0	0
McCone	470	0	0	--
Madison	1,102	0	0	--
Meagher	346	0	0	--
Mineral	754	0	0	--
Missoula	11,573	3	3	--
Musselshell	543	1	0	--
Park	1,933	0	0	--
Petroleum	105	0	0	--
Phillips	1,027	0	0	--
Pondera	1,375	1	0	--
Powder River	462	0	0	--
Powell	1,428	0	0	--
Prairie	269	0	0	--
Ravalli	3,527	1	0	--
Richland	1,887	4	0	--
Roosevelt	2,116	0	0	--
Rosebud	1,905	1	4	--
Sanders	1,678	0	0	--

TABLE 27-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Sheridan	996	0	0	--
Silver Bow	7,981	2	0	5
Stillwater	870	0	0	--
Sweet Grass	446	0	0	--
Teton	1,110	0	0	--
Toole	1,036	2	0	--
Treasure	218	0	0	--
Valley	2,599	7	0	--
Wheatland	362	0	0	--
Wibaux	281	0	0	--
Yellowstone	18,120	35	5	--
Multicounty Jurisdictions				
Lewis and Clark, Broadwater		--	--	3
Deer Lodge, Granite, Powell		--	--	4
Missoula, Mineral, Sanders, Lake, Ravalli		--	--	1
Madison, Jefferson, Beaverhead		--	--	2
Park, Sweet Grass		--	--	5
Dawson, McCone, Wibaux, Richland		--	--	1
Cascade, Chouteau		--	--	3
Toole, Glacier, Teton, Pondera		--	--	3
Fergus, Petroleum, Judith Basin		--	--	0
Hill, Liberty, Blaine		--	--	3
Yellowstone, Stillwater, Treasure, Big Horn, Carbon		--	--	5
Musselshell, Golden Valley, Wheatland, Meagher		--	--	0
Roosevelt, Sheridan, Daniels		--	--	0
Custer, Carter, Rosebud, Powder River, Prairie, Fallon, Garfield		--	--	1
Valley, Phillips		--	--	0

TABLE 27-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		100	19	36
Total Number of Local Agencies Reporting		56	575	19

-- denotes Not Applicable.

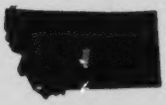
a. Estimates were developed by the National Center of Juvenile Justice using data from two sources; the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

As shown in Table 27-4, the survey results from local public agencies in Montana represents a total of 650 agencies; all 56 child welfare agencies, 575 school districts, and 19 juvenile justice agencies. This table points out that placement information was available for all local public agencies. Thirty-six percent of the child welfare agencies and over one-half of the juvenile justice agencies reported out-of-state placements. In contrast, more than 98 percent of the 575 school districts did not place out of state.

TABLE 27-4. MONTANA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Child Welfare	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	20	11	12
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0	0
Agencies Which Did Not Place Out of State	36	564	7
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	56	575	19



Those local agencies in Montana which did not arrange out-of-state placements in 1978 were asked to provide reasons for the absence of such placements. The responses to this question are given in Table 27-5. The existence of sufficient services within Montana was the general response given by these local agencies. A lack of funds for such placements or some other form of restriction were given by single school districts and juvenile justice agencies as their reasons for not placing children out of Montana.

TABLE 27-5. MONTANA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Child Welfare	Education	Juvenile Justice
Lacked Statutory Authority	0	0	0
Restricted[b]	0	0	1
Lacked Funds	0	1	1
Sufficient Services Available in State	36	546	5
Other[c]	0	22	3
Number of Agencies Reporting No Out-of-State Placements	36	564	7
Total Number of Agencies Represented in Survey	56	575	19

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The extent to which local Montana agencies cooperated with other public agencies to arrange out-of-state placements is summarized in Table 27-6. Clearly, local child welfare agencies and school districts are involved with other Montana agencies arranging such placements. All placing child welfare agencies stated that another public agency was involved in the arrangement of all reported placements. Similarly, all local school districts used other public agencies in placing 89 percent of their reported placements. In contrast, only 33 percent of the juvenile justice placements that were reported included the involvement of other public agencies in Montana.

TABLE 27-6. MONTANA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Juvenile Justice	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	20	36	11	2	12	63
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	20	100	11	100	6	50
Number of CHILDREN Placed Out of State	100	100	19	100	36	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	100	100	17	89	12	33

a. See Table 27-4.

Information about the conditions or statuses of children placed out of state by local agencies is given in Table 27-7. Adopted children were most commonly reported to have been placed out of state by the local child welfare agencies. Courtesy supervision placements were next most frequently reported in the "other" response. Placements of children with various other types of conditions were mentioned by one or two agencies. The local school districts reported to have placed children who were physically, mentally, or emotionally handicapped, or who needed special education services. The juvenile justice agencies reported to have placed youth who were unruly/disruptive, truant, experiencing drug/alcohol problems or, most frequently, delinquents.

TABLE 27-7. MONTANA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Physically Handicapped	1	5	0
Mentally Retarded or Developmentally Disabled	2	2	0
Unruly/Disruptive	1	0	8
Truant	0	0	3
Juvenile Delinquent	1	0	10
Mentally Ill/Emotionally Disturbed	2	4	0
Pregnant	0	0	0

TABLE 27-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Drug/Alcohol Problems	1	0	1
Battered, Abandoned, or Neglected	2	0	0
Adopted	13	0	0
Special Education Needs	0	3	0
Multiple Handicaps	0	0	0
Other[b]	6	0	0
Number of Agencies Reporting	20	10[c]	12

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

c. Responses were not obtained for one placing agency.

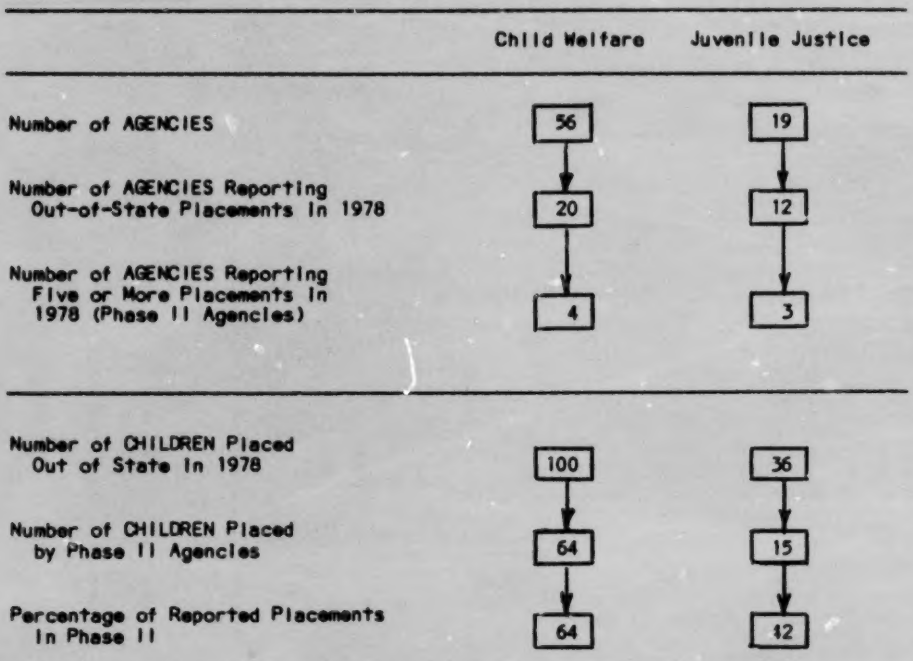
C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Montana's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Montana agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 27-1. Four child welfare agencies, or 20 percent of the placing agencies, were Phase II agencies, and these Phase II child welfare agencies reported arranging 64 percent of the local child welfare placements. Twenty-five percent of the placing juvenile justice agencies were in the Phase II category. These three agencies made 42 percent of the juvenile justice placements reported in 1978.

At least in the case of local child welfare agencies, then, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by these local agencies in 1978.

FIGURE 27-1. MONTANA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE



The geographic locale of the Montana counties served by Phase II agencies is illustrated in Figure 27-2. Eleven counties are served by the seven agencies and seven of these counties are clustered around the Billings SMSA (Yellowstone County), with some bordering on Wyoming. Both SMSA counties in Montana (Cascade and Yellowstone) are served by Phase II child welfare agencies, and a Phase II multicounty juvenile justice agency also includes Yellowstone County.

FIGURE 27-2. MONTANA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES

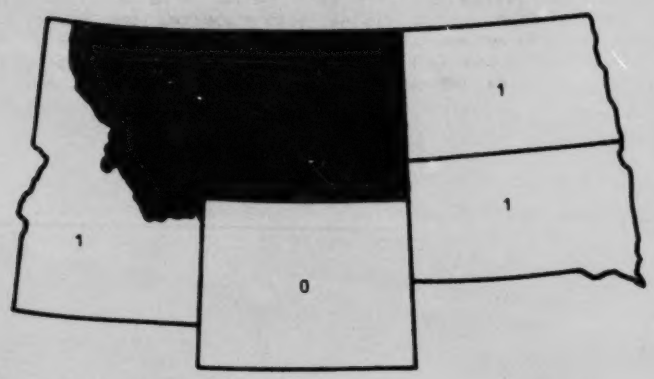
Those local Phase II child welfare and juvenile justice agencies were asked to report the destination of each child placed. As can be seen in Table 27-8, this information could not be provided by child welfare agencies for most (97 percent) of their out-of-state placements. At least two children were known to have been placed in New Hampshire.

The local Phase II juvenile justice agencies were better able to report the destinations of the children they placed out of Montana. Ten states each received one child, and Texas received two children. Included in the ten states were Montana's border states of Idaho, North Dakota, and South Dakota. (Figure 27-3 illustrates the placements in contiguous states). Other states receiving one child each were California, Colorado, Florida, Nebraska, New Mexico, Oregon, and Utah.

TABLE 27-8. MONTANA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Juvenile Justice
California		1
Colorado		1
Florida		1
Idaho		1
Nebraska		1
New Hampshire	2	
New Mexico		1
North Dakota		1
Oregon		1
South Dakota		1
Texas		2
Utah		1
Placements for Which Destinations Could Not be Reported by Phase II Agencies	62	3
Total Number of Phase II Agencies	4	3
Total Number of Children Placed by Phase II Agencies	64	15

FIGURE 27-3. MONTANA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO MONTANA BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II juvenile justice agencies reported destinations for 12 children.

Information was collected from Phase II agencies about the reasons these placements were made. A review of Table 27-9 points out that children were placed out of state for several reasons. An unwillingness to utilize Montana's public institutions for these particular children, a perceived lack of comparable services in Montana, and a child's inability to adapt to a Montana facility were the most frequently reported reasons given by the local Phase II child welfare agencies to explain their out-of-state placements. The local Phase II juvenile justice agencies also reported similar reasons, in addition to the desire to place children with relatives.

TABLE 27-9. MONTANA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting	
	Child Welfare	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	0
Previous Success with Receiving Facility	1	0
Sending State Lacked Comparable Services	3	2
Standard Procedure to Place Certain Children Out of State	1	0
Children Failed to Adapt to In-State Facilities	3	1
Alternative to In-State Public Institutionalization	4	1
To Live with Relatives (Non-Parental)	1	2
Other	1	0
Number of Phase II Agencies Reporting	4	3

a. Some agencies reported more than one reason for placement.

Adoptive homes were the most frequent setting for children placed out of state by the local Phase II child welfare agencies. This information is provided in Table 27-10, which also shows that one agency indicated it most frequently sent children out of Montana in order to live with their relatives. The Phase II juvenile justice agencies reported that they most frequently used residential treatment or child care facilities and relatives' homes for out-of-state placements.

TABLE 27-10. MONTANA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Child Welfare	Juvenile Justice
Residential Treatment/Child Care Facility	0	2
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	0	0
Group Home	0	0
Relative's Home (Non-Parental)	1	1
Adoptive Home	3	0
Other	0	0
Number of Phase II Agencies Reporting	4	3

In Table 27-11, information is given regarding the monitoring practices of local Phase II agencies in Montana. Generally, Phase II child welfare agencies monitor their placements on a semiannual basis through written progress reports and at irregular intervals by telephone calls. Single juvenile justice agencies monitored out-of-state placements either through on-site visits conducted semiannually, or written progress reports and phone calls on an irregular basis.

TABLE 27-11. MONTANA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Child Welfare	Juvenile Justice
Written Progress Reports	Quarterly	0	0
	Semiannually	3	0
	Annually	0	0
	Other[b]	0	1
On-Site Visits	Quarterly	0	0
	Semiannually	0	1
	Annually	0	0
	Other[b]	0	0

TABLE 27-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Juvenile Justice
Telephone Calls	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	3	1
Other	Quarterly	0	0
	Semiannually	0	0
	Annually	0	0
	Other[b]	1	1
Total Number of Phase II Agencies Reporting		4	3

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local Montana agencies placing five or more children out of state were asked to report their expenditures for these placements. Only one Phase II child welfare agency was able to provide this information, reporting $50,000 being spent for placements made out of state. Three Phase II juvenile justice agencies reported spending a total of $43,200 for the placements they arranged.

D. Use of Interstate Compacts by State and Local Agencies

The survey of local agencies in Montana also determined the extent to which interstate compacts were utilized to arrange out-of-state placements. A review of Table 27-12 indicates that 26 of the 43 agencies which placed children out of state in 1978 reported that some of their placements were arranged through an interstate compact. In fact, all placing child welfare agencies reported utilizing a compact during 1978, while one-half of the local juvenile justice agencies which reported making out-of-state placements utilized a compact. All four Phase II child welfare agencies arranged out-of-state placements through the Interstate Compact on the Placement of Children. Two of the three Phase II juvenile justice agencies reported utilizing the Interstate Compact on Juveniles.

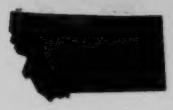
In sharp contrast, none of the local school districts reported utilizing any compact. A possible reason for this fact is that placements made to facilities solely educational in nature are not under the purview of an interstate compact.

TABLE 27-12. MONTANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	16	11	9
• Number Using Compacts	16	0	4
• Number Not Using Compacts	0	11	5
• Number with Compact Use Unknown	0	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	4	0	3
• Number Using Compacts	4	--	2
Interstate Compact on the Placement of Children			
Yes	4	--	0
No	0	--	3
Don't Know	0	--	0
Interstate Compact on Juveniles			
Yes	0	--	2
No	4	--	1
Don't Know	0	--	0
Interstate Compact on Mental Health			
Yes	0	--	0
No	4	--	3
Don't Know	0	--	0
• Number Not Using Compacts	0	--	1
• Number with Compact Use Unknown	0	--	0
TOTALS			
Number of AGENCIES Placing Children Out of State	20	11	12
Number of AGENCIES Using Compacts	20	0	6
Number of AGENCIES Not Using Compacts	0	11	6
Number of AGENCIES with Compact Use Unknown	0	0	0

-- denotes Not Applicable.

Further knowledge concerning the utilization of interstate compacts is acquired through consideration of the information given in Table 27-13. This table indicates the number of children who were or were not placed out of state with a compact. An examination of the overall trend shows that a total of 37 children were placed out of state in 1978 without the use of a compact; 19 of which were by the eleven local education agencies indicated in Table 27-12. Among the 20 placing child welfare agencies, at least



79 children were placed out of Montana through use of a compact. The Phase II agencies reported 63 children's placements were arranged through the Interstate Compact on the Placement of Children.

The local juvenile justice agencies reported compact utilization for at least one-third of their placements, and eight of the 15 children placed by Phase II juvenile justice agencies were sent out of state with the use of the Interstate Compact on Juveniles.

TABLE 27-13. MONTANA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	36	19	21
• Number Placed with Compact Use	16	0	4
• Number Placed without Compact Use	0	19	10
• Number Placed with Compact Use Unknown[a]	20	0	7
CHILDREN PLACED BY PHASE II AGENCIES	64	0	15
• Number Placed with Compact Use	63	--	8
Number through Interstate Compact on the Placement of Children	63	--	0
Number through Interstate Compact on Juveniles	0	--	8
Number through Interstate Compact on Mental Health	0	--	0
• Number Placed without Compact Use	1	--	7
• Number Placed with Compact Use Unknown	0	--	0
TOTALS			
Number of CHILDREN Placed Out of State	100	19	36
Number of CHILDREN Placed with Compact Use	79	0	12
Number of CHILDREN Placed without Compact Use	1	19	17
Number of CHILDREN Placed with Compact Use Unknown	20	0	7

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

Graphic representation of the information gathered about interstate compact utilization for children placed out of state in 1978 by local agencies is illustrated in Figures 27-4, 5, and 6. Figure 27-4 shows that of the 100 children reported placed out of state by local child welfare agencies in Montana, as few as one percent were noncompact arranged placements. At least 79 percent were compact arranged, and for 20 percent of the placements compact use was undetermined. Comparative information is illustrated about compact use for placements arranged by local education and juvenile justice agencies in Figures 27-5 and 6.

FIGURE 27-4. MONTANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

FIGURE 27-5. MONTANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

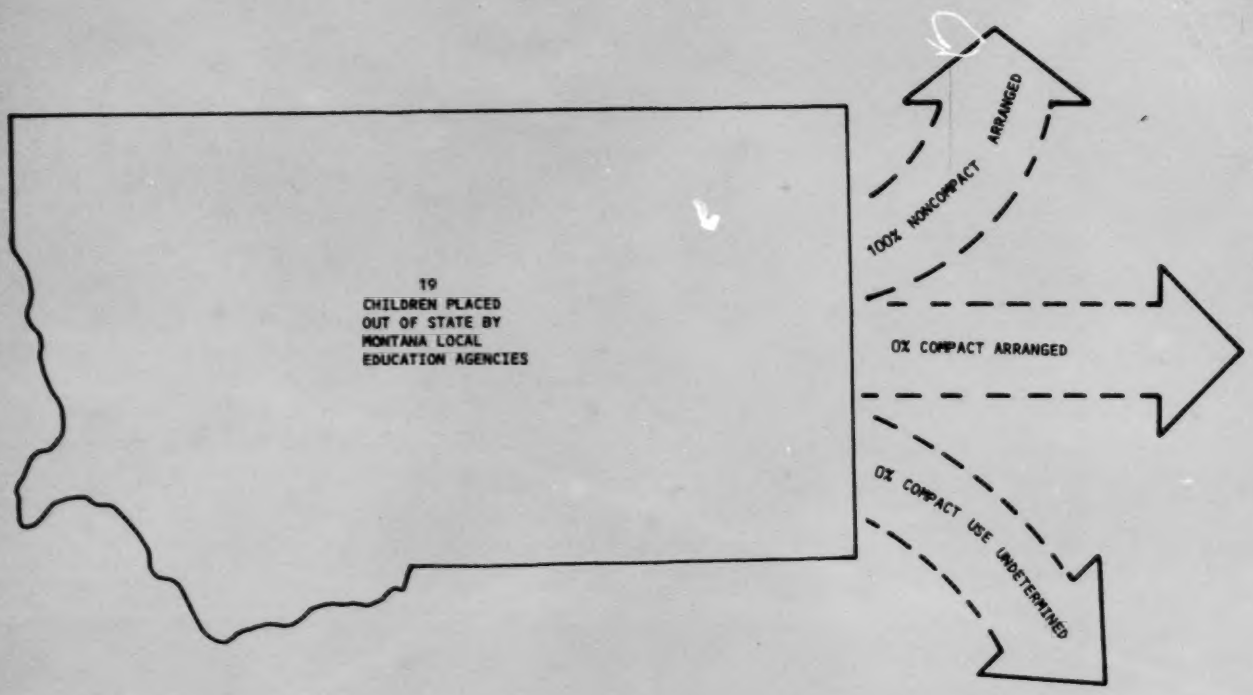
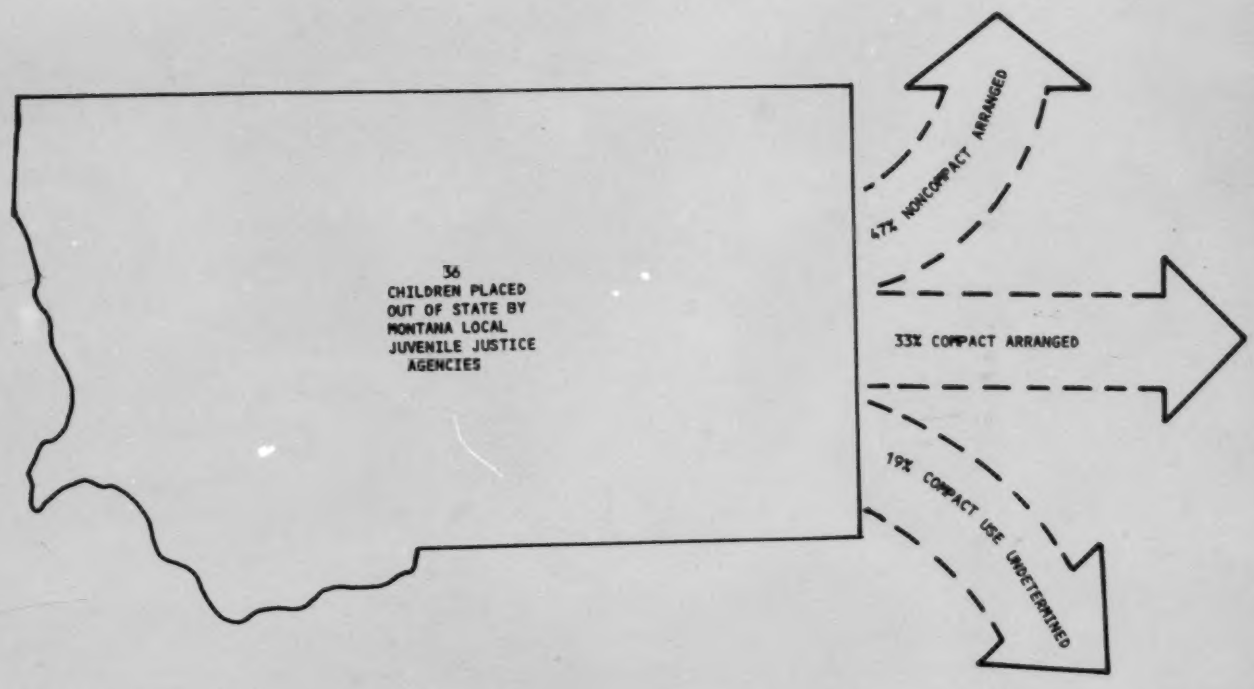


FIGURE 27-6. MONTANA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978



The state agencies in Montana also reported interstate compact utilization in 1978, as displayed in Table 27-14. The DSRS' Social Services Bureau did not report the number of children for whom it helped to arrange placement without necessarily being fiscally or legally responsible for arranging, but did report the 100 locally arranged placements it funded and two state agency placements, all of which were compact arranged placements. The state education agency could not report upon the local or state agencies' compact utilization.

As described in section III, the state juvenile justice agency does not keep records on local agencies' placement of status offenders or youth on probation. However, the same number of children reported to have been placed out of state with compact use by local agencies, 12 children, was the same number of local placements reported by the state agency as being compact-arranged, in addition to 18 others it had knowledge of being compact arranged. The state mental health and mental retardation agency reported that all 15 placements made by that agency were processed through a compact.

TABLE 27-14. MONTANA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	[a]	24	54	15
Total Number of Compact-Arranged Placements Reported by State Agencies	102	*	30	15
Percentage of Compact-Arranged Placements	*	*	56	100

* denotes Not Available.

a. The local child welfare agencies reported arranging 100 out-of-state placements. The state child welfare agency was not able to report the number of placements it helped to arrange without being fiscally or legally responsible for arranging, but it did report two placements it arranged and funded, both of which were compact-arranged placements.

E. The Out-of-State Placement Practices of State Agencies

The involvement of Montana state agencies in the out-of-state placement of children is reflected in Table 27-15. Consistent with Montana's placement policies stated in section III of this profile, the state child welfare agency had accurate knowledge of the 100 placements arranged by the local child welfare agencies. The Department of Social and Rehabilitation Services also reported funding these placements. In addition, this state agency reported placing two children out of state itself, one placement being ordered by a Montana court.

The Board of Public of Education also provided accurate information on local education placements, the only discrepancy being that two local school districts selected different series of months than the state agency to represent their 1978 reporting year.

The Department of Institutions was not as complete in reporting locally arranged placements. This state agency reported 12 of the 36 locally reported juvenile justice placements. The DOI is responsible for administering the Interstate Compact on Juveniles for the placement of youth on probation or parole; however, it should be recalled that the local juvenile justice agencies reported a low percentage of compact utilization (see Figure 27-6). The Department of Institutions was also involved in arranging 18 placements, six of which were state funded.

The state mental health and mental retardation agency reported 15 state-arranged placements out of Montana, but did not report whether they funded such placements or were required by law to make such placements.

TABLE 27-15. MONTANA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education[a]	Juvenile Justice[a]	Mental Health and Mental Retardation
State Arranged and Funded	1	0	6	*
Locally Arranged but State Funded	100	24	2	--
Court Ordered, but State Arranged and Funded	1	3	0	0
Subtotal: Placements Involving State Funding	102	27	8	*
Locally Arranged and Funded, and Reported to State	0	0	10	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	5	12	*
Other	0	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	102	29	30	15

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Destinations of children placed out of state which were known to Montana state agencies were only reported by the state education and juvenile justice agencies. Table 27-16 shows that many children reported by the Board of Public Education were placed into Montana's contiguous states of North Dakota, South Dakota, and Idaho. Colorado received six children and Texas was reported to have received five Montana children. Both Arizona and Minnesota received one education placement each. The destinations for five education placements could not be reported.

A large portion of the placements reported by the state juvenile justice agency were located in the same geographic region within which Montana is located. Receiving states located in this same region include Montana's border states of Idaho, South Dakota, and Wyoming. However, California and Colorado also received a large number of children from Montana's juvenile justice agencies. Single placements were also reported in states as distant as Alaska, Delaware, South Carolina, and Tennessee.

TABLE 27-16, MONTANA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Alaska			1	
Arizona		1	1	
California			5	
Colorado		6	2	
Delaware			1	
Idaho		1	5	
Minnesota		1	0	
Nevada			1	
North Dakota		7	0	
Oregon			1	
South Carolina			1	
South Dakota		3	1	
Tennessee			1	
Texas		5	0	
Utah			2	
Washington			6	
Wyoming			2	
Placements for Which Destinations Could Not be Reported by State Agencies	All	5	0	All
Total Number of Placements	102	29	30	15

The condition of children placed out of state and reported by Montana state agencies is given in Table 27-17. The state child welfare agency reported a wide range of conditions, including all handicaps and those conditions or statuses typically serviced by this type of agency: battered, abandoned, or neglected children, and foster and adopted children. The Board of Public Education reported handicapped children as well as unruly/disruptive children; juvenile delinquents; battered, abandoned, or neglected children; and children with substance abuse problems being sent out of Montana.

The state juvenile justice agency reported that truants, juvenile delinquents, and emotionally disturbed or mentally ill children were placed out of state, while the state mental health and mental retardation agency placed physically and mentally handicapped children.

TABLE 27-17. MONTANA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	X	X	0	X
Mentally Handicapped	X	0	0	X
Developmentally Disabled	X	0	0	0
Unruly/Disruptive	X	X	0	0
Truants	0	0	X	0
Juvenile Delinquents	0	X	X	0
Emotionally Disturbed	X	X	X	0
Pregnant	0	0	0	0
Drug/Alcohol Problems	0	X	0	0
Battered, Abandoned, or Neglected	X	X	0	0
Adopted Children	X	0	0	0
Foster Children	X	0	0	0
Other	0	0	0	0

a. X indicates conditions reported.

Both the state child welfare and juvenile justice agencies reported they most frequently used the homes of relatives as their choice for an out-of-state placement setting. The children reported by the state education and mental health and mental retardation agencies were placed most often in residential treatment or child care facilities outside of Montana.

Total public expenditures for these out-of-state placements were only reported by these latter two agencies. Table 27-18 shows that the Board of Public Education reported an estimated $194,000 was spent in 1978 for the educational placements, including $153,000 in state monies, $30,000 in federal funds, and $11,000 from parents or guardians. The state mental health and mental retardation agency reported that $5,000 of state monies were used to fund its reported out-of-state placements.

TABLE 28-18. MONTANA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
• State	*	$153,000 est	*	$5,000 est
• Federal	*	30,000 est	*	0
• Local	*	*	*	0
• Other	*	11,000 est	*	*
Total Reported Expenditures	*	$194,000 est	*	$5,000 est

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 27-19 offers the incidence of out-of-state placement involvement of Montana public agencies and each state agency's knowledge of this placement activity. The state child welfare agency accurately reported the 100 children placed out of state by local agencies (Table 27-15) but did not report the number of children placed by the state for whom it was not fiscally or legally responsible. The state education agency, in contrast, attributed five more out-of-state placements to local school districts than the local agencies reported. This may be due to the fact that two local school districts selected different series of months than the state agency to represent their 1978 reporting year.

Again, recalling section III, the state juvenile justice agency does not maintain records of local agencies' placement activities and this is reflected in the fact that only 56 percent of the juvenile justice placements identified by the survey were known to the state agency. Reporting upon its own placement activity, the state mental health and mental retardation agency had knowledge of 15 out-of-state placements in 1978.

TABLE 27-19. MONTANA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*[a]	24	54	15
Total Number of Placements Known to State Agencies	102	29	30	15
Percentage of Placements Known to State Agencies	*	100[b]	56	100

* denotes Not Available.

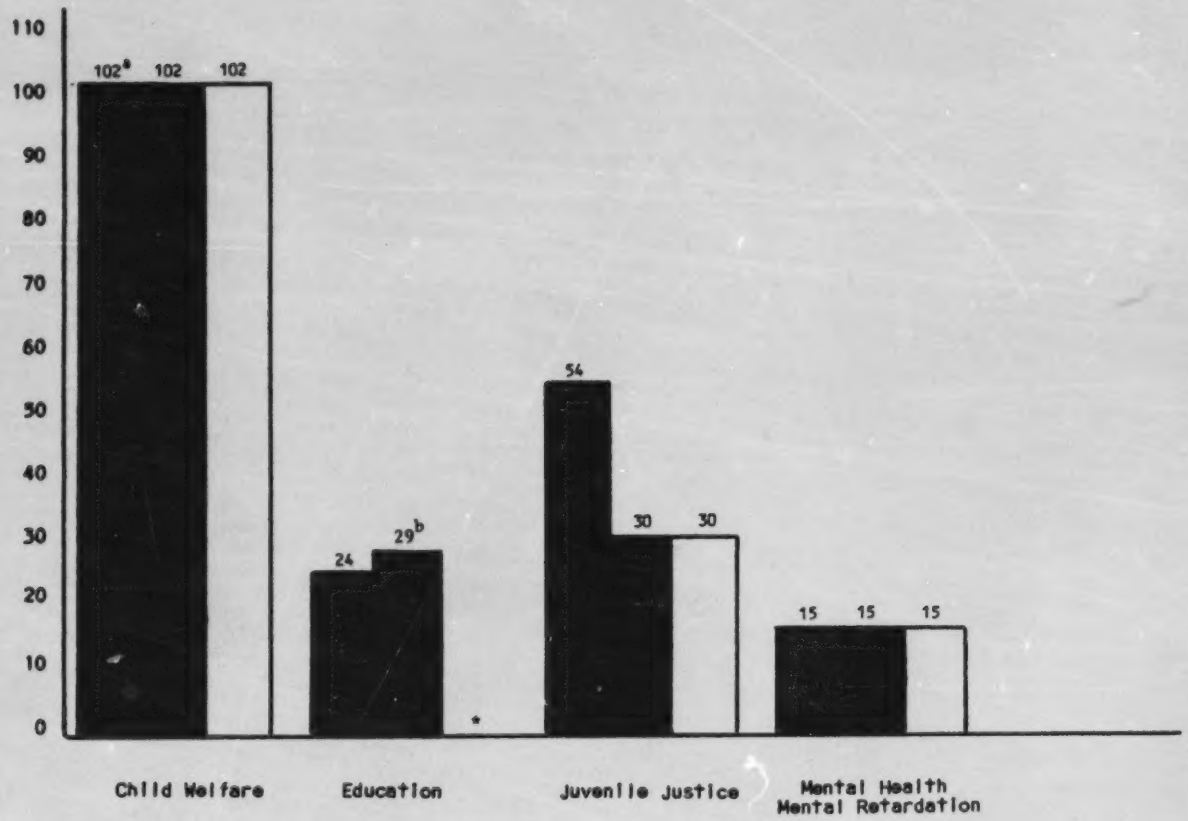
a. The local child welfare agencies reported arranging 100 out-of-state placements. The state child welfare agency was not able to report the number of placements it helped to arrange for which it was not fiscally or legally responsible.

b. The state education agency attributed more out-of-state placements to local school districts than were identified in the local survey.

The variation in Montana state agencies' knowledge of out-of-state placement activity in 1978 is depicted in Figure 27-7. The state child welfare agency's knowledge of the 100 children reported to have been placed by local agencies and their 100 percent use of interstate compacts are illustrated in this figure. Similarly the state mental health and mental retardation agency's complete report and compact utilization can be seen.

The overrepresentation of local agency placement activity by the state education agency is apparent in Figure 27-7, as well. However, the juvenile justice information displayed may need further explanation. Of the 30 children known by the state agency to have been placed outside of Montana, an estimated 12 placements were identified as locally arranged. The survey of local juvenile justice agencies resulted in 36 children being reported, 12 of which were reported to have been placed with the use of an interstate compact. It should be recalled that in section III the state juvenile justice agency reported not keeping records of local agency placements of status offenders on youth not committed to institutions and on probation.

FIGURE 27-7. MONTANA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available.

State and Local Placements

State and Local Placements Known to State Agencies

State and Local Compact-Arranged Placements Reported by State Agencies

a. This number does not include placements which the state child welfare agency helped to arrange without fiscal or legal requirements.

b. The state education agency attributed more out-of-state placements to local school districts than were identified in the local survey.

V. CONCLUDING REMARKS

Several conclusions can be drawn from the survey of Montana state and local public agencies about their involvement in the out-of-state placement of children. An important finding was the ability of the

state child welfare and education agencies to report their local agencies' involvement in out-of-state placements. In addition, a very close supervisory relationship was determined to exist between the state and local child welfare agencies in regard to the regular use of interstate compacts.

Other factors which emerge from the survey results follow:

- A high degree of interagency cooperation exists among both local child welfare and education agencies in Montana for arranging the out-of-state placements of children with a variety of conditions or statuses.
- The preference for placing children into states contiguous to Montana was more prevalent among state agencies than among the local agencies which reported destinations.
- Considering the relative low utilization of interstate compacts by local juvenile justice agencies, the irregular intervals of monitoring reported by some of these agencies indicate a possible lack of adequate knowledge about a child's progress in placement.
- The emotionally disturbed or mentally ill child in Montana receives services from every type of public agency at the state level of government and, with the exception of juvenile justice, at the local level as well.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Montana in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN NEVADA

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Gloria Dopf, Special Education Consultant, Department of Education; Gloria Handley, Chief, Program Services, Welfare Division, Department of Human Resources; Irene Vaughn, Compact Correspondent, Youth Services Division, Department of Human Resources; and Andrew Meyerson, Assistant Administrator, Division of Mental Hygiene and Mental Retardation, Department of Human Resources.

II. METHODOLOGY

Information was systematically gathered about Nevada from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Nevada appears below in Table 29-1.

TABLE 29-1. NEVADA: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone Interview Mailed Survey: DHR officials	Telephone Interview Mailed Survey: DOE officials	Telephone Interview Mailed Survey: DHR officials	Telephone Interview Mailed Survey: DHR officials
Local Agencies	Telephone Survey: All 7 local child welfare agencies	Telephone Survey: All 17 local school districts	Telephone Survey: All 13 local probation offices	Not Applicable (State Offices)

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Nevada has the seventh largest land area (109,889 square miles) and is the 46th most populated state (590,268) in the United States. It has six cities with populations over 10,000 and five cities with populations over 20,000--Carson City, Las Vegas, North Las Vegas, Reno, and Sparks. Las Vegas is the most populated city in the state, with a population of approximately 150,000. Carson City, the capital, is the fifth most populated city in the state, with a population of nearly 25,000. It has 16 counties and one city-county consolidation, Carson City--Ormsby. The estimated 1978 population of persons eight to 17 years old was 106,780.

Nevada has two Standard Metropolitan Statistical Areas (SMSAs): Reno (Washoe County) and Las Vegas (Clark County). Its contiguous states are California, Arizona, Utah, Idaho, and Oregon.

Nevada was ranked 47th nationally in total state and local per capita expenditures, 26th in per capita expenditures for education, and 44th in per capita expenditures for public welfare.[1]

B. Child Welfare

Child welfare services for children and youth are administered by the Nevada Department of Human Resources (DHR) through its Welfare Division's nine district offices and seven independent local agencies: Clark, Washoe, Churchill, Elko, Lyon, and White Pine county welfare departments, and Carson City Welfare Department. The DHR Welfare Division services include adoption, foster care, protective services, day care, institutional care, homemaker services, and family planning.

It was reported that out-of-state placements are made by virtue of a judicial order. Nevada is not a member of the Interstate Compact on the Placement of Children (ICPC). In addition, the division maintains that it cannot determine the number of placements that are made out of state by local agencies.

C. Education

Nevada's Department of Education (DOE) has a major responsibility for its educational system. Within DOE is the Division of Special Education, which is directly involved with the placement of children in other states. Nevada's 17 school districts have responsibility for providing special education curricula in addition to the normal curriculum for grades K-12. Nevada's 17 school districts are not restricted by law from placing children out of state.

D. Juvenile Justice

Juvenile jurisdiction in Nevada is vested within the nine district courts serving single or multiple counties, depending on population density. Probation services are provided by the 17 county governments in 13 locations and the district judges serve as the administrators of probation services provided by the counties contained in their respective judicial districts.

Adjudicated delinquents found to be in need of extended care or confinement may be committed to the Youth Services Division of the Department of Human Resources (DHR), which maintains two training schools and aftercare services in cooperation with the Welfare and Rehabilitation Divisions.

It was reported that out-of-state placements of adjudicated delinquents are processed by the Youth Services Division, which administers the Interstate Compact on Juveniles. Nevada has been a member of the Compact since 1957.

E. Mental Health and Mental Retardation

Mental health and mental retardation services are provided by the Division of Mental Hygiene and Mental Retardation (MHMR) within the Department of Human Resources (DHR). MHMR is a state-run system responsible for the delivery of these services through branch offices. Each branch office is reported to have a county advisory board that makes recommendations to the state regarding out-of-state placements. The only restriction to these placements is the lack of funds. Also, MHMR officials report that their office makes every attempt not to place children out of state and to provide the least restrictive environment.

Nevada is not a member of the Interstate Compact on Mental Health (ICMH). Also, MHMR officials report that their branch offices cannot place children out of state without reporting the information to their agency.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

Information that was collected from state and local Nevada agencies on out-of-state placement practices is included in this section of the profile. The data is presented in tables and is organized so as to address the important issues regarding out-of-state placement raised in Chapter 1.

A. The Number of Children Placed in Out-of-State Residential Settings

Table 29-2 provides an introductory overview of the out-of-state placement activity that occurred in Nevada public agencies in 1978. The data reflected in this table not only gives an idea about the locus of placement activity in the state, but also lends an indication about size of the cohort of children leaving the state for care and treatment in that year. At the state level, the DHR's Welfare and Youth Services Divisions and, to a lesser extent, the Division of Mental Hygiene and Mental Retardation, are all involved in placing children out of Nevada, as is the state education agency. The DHR's Welfare Division is most active among these agencies, reporting 68 percent of all placements involving state agencies.

At the local level, the juvenile justice agencies are the most active local agency type in terms of out-of-state placement. Although local child welfare and education agencies reported involvement in placing children into other states, the juvenile justice agencies account for 75 percent of those made by local agencies.

TABLE 29-2. NEVADA: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	79	35	*[b]	3	117
Local Agency Placements	9	28	112	--	149
Total	88	63	112	3	266

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 29-15 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The state juvenile justice agency reported knowledge of 41 children being placed out of state in 1978, but did not specify the level of government involved in the placement of 15 of these children under the age of ten and "not in the juvenile justice system"; nor could it indicate the number of children for whom it helped to arrange placement without fiscal or legal responsibility.

Table 29-3 further focuses on placement activity at the local level by presenting incidence figures for each agency type in each Nevada county. The single child welfare agency placing children out of Nevada was in Washoe County, one of the two SMSA counties in the state. It contains Reno and borders California along the long northwest border of Nevada. Carson City was the county which did not provide placement information either for child welfare or education. This county borders Washoe County to the south, near Reno.

The school district serving Clark County reported the most education out-of-state placements among Nevada's 17 counties, with 12 children placed into other states in 1978. Clark County is the other SMSA county in the state, contains Las Vegas, and is bordered by California to the west and Arizona to the east. Remaining local education placements were made by school districts in seven other counties which, by placing from one to four children each, account for 57 percent of all local education placements.

Clark County also reported the most children placed by a juvenile probation office, with a total of 44 children leaving the state from its jurisdiction. The county with the next highest juvenile justice out-of-state placement reports was Nye, which is one of the largest counties in land area in the country, very rural in population, and located in the south central part of the state. These two counties make up over one-half of the 112 reported juvenile justice placements, with the remaining 48 placements coming from 11 counties all over the state, in numbers from two to 13 children per county.

One-half of all out-of-state placements were made by agencies in the two Nevada SMSA counties and 85 percent were made by counties bordering other states, which include the SMSA counties. There are but five counties in Nevada which are not adjacent to other states.

TABLE 29-3. NEVADA: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Churchill	2,239	0	3	4
Clark	62,198	0	12 est	44
Douglas	1,893	--	2	0
Elko	2,780	0	1	5 est
Esmeralda	81	--	4	--
Eureka	179	--	0	--
Humboldt	1,412	--	1	13 est
Lander	585	--	0	--
Lincoln	475	--	0	--
Lyon	1,930	0	0	2
Mineral	1,075	--	0	3
Nye	938	--	0	20 est
Pershing	540	--	0	6 est
Storey	122	--	0	--
Washoe	23,704	9 est	4	5 est
White Pine	2,065	0	1	0
Carson City	4,564	*	*	--
Multicounty Jurisdictions				
Eureka, Lander		--	--	6
Storey, Carson City		--	--	4
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		9 est	28 est	112 est
Total Number of Local Agencies Reporting		7	17	13

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

Table 29-4 indicates the extent to which local Nevada agencies were involved in out-of-state placements, without regard to how many children were placed. Of the 37 local agencies in the state, all responded to the survey, but one child welfare and one education agency could not provide placement information. Child welfare agencies were least involved in placing children out of Nevada, with only one agency reporting placements. The juvenile justice agencies were most involved in the practice, with two of the 13 probation offices not placing children out of Nevada in 1978. About one-half of the 17 school districts placed children out of state.

TABLE 29-4. NEVADA: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Child Welfare	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	1	8	11
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	1	1	0
Agencies Which Did Not Place Out of State	5	8	2
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	7	17	13

Local agencies not involved in placing children into other states in 1978 were asked to explain why they had not occurred. The responses of these agencies to a list of reasons that were provided appear in Table 29-5. All local child welfare agencies not involved in out-of-state placement reported that they were statutorily prohibited from this activity. One or two of the five nonplacing agencies also said they were restricted, lacked funds, had access to sufficient services in Nevada, and had other reasons for not placing children into other states. The response given in the "other" reasons category by two agencies was that it was against agency policy to send children out of Nevada.

All eight school districts not placing children into other states reported that sufficient services were available in Nevada to meet service needs and that there were other reasons for not making placements. Similarly, the two juvenile justice agencies not involved in out-of-state placements reported the presence of sufficient in-state services and other reasons as explanation for not making placements.

TABLE 29-5. NEVADA: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Child Welfare	Education	Juvenile Justice
Lacked Statutory Authority	5	0	0
Restricted[b]	2	0	0
Lacked Funds	2	0	0
Sufficient Services Available in State	1	8	1
Other[c]	2	8	1
Number of Agencies Reporting No Out-of-State Placements	5	8	2
Total Number of Agencies Represented in Survey	7	17	13

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The extent to which local child welfare, education, and juvenile justice agencies elicited the cooperation of other public agencies in the out-of-state placement process is reflected in Table 29-6. The table indicates that all children placed by the single child welfare agency reporting involvement in the practice were placed without the cooperation of other public agencies. By contrast, seven of the eight placing school districts cooperated with other public agencies in the course of making 79 percent of all education placements. Probation offices occupy a middle ground between these two agency types in terms of cooperation, with seven of the 11 placing probation offices collaborating with other agencies in the course of making 37 percent of all local juvenile justice placements.

TABLE 29-6. NEVADA: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Juvenile Justice	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	1	14	8	47	11	85
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	0	0	7	88	7	64
Number of CHILDREN Placed Out of State	9	100	28	100	12	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	0	0	22	79	41	37

a. See Table 29-4.

Local agencies placing children out of state were asked to describe these children according to a list of conditions. Table 29-7 indicates the number of agencies which reported that a particular characteristic described one or more of the children placed out of state by that agency. The child welfare agency placing children into other states reported that they were battered, abandoned, or neglected children. Seven of the eight school districts placing children out of Nevada reported that these children had special education needs, and six of the districts described children placed as multiply handicapped. Fewer responses were also given by school districts to the characteristics describing children who were physically, mentally, or emotionally handicapped, as well as children with behavior or drug problems and those who were battered, abandoned, or neglected.

The most frequent description given to children placed out of state by the juvenile justice agencies was that they were unruly/disruptive. About one-half of the 11 placing agencies also described children as truant, adjudicated delinquent, mentally disturbed, inclined toward substance abuse, and battered, abandoned, or neglected. These descriptions, as well as others included in the table, indicate involvement of the probation agencies in a variety of problems affecting children.

TABLE 29-7. NEVADA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Physically Handicapped	0	2	0
Mentally Retarded or Developmentally Disabled	0	4	3
Unruly/Disruptive	0	2	8
Truant	0	0	6
Juvenile Delinquent	0	0	6

TABLE 29-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Mentally Ill/Emotionally Disturbed	0	4	5
Pregnant	0	0	3
Drug/Alcohol Problems	0	1	6
Battered, Abandoned, or Neglected	1	2	6
Adopted	0	0	1
Special Education Needs	0	7	4
Multiple Handicaps	0	6	0
Other[b]	0	1	0
Number of Agencies Reporting	1	8	11

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

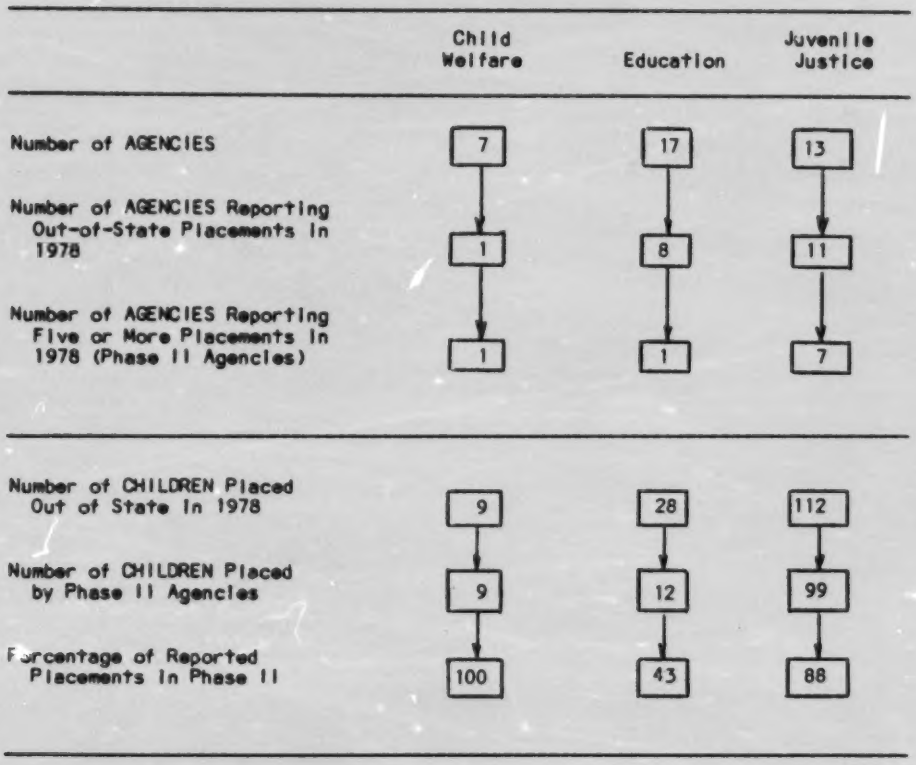
C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Nevada's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Nevada agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 29-1. The single child welfare agency which placed children out of Nevada in 1978 was a Phase II agency arranging all nine child welfare placements. Of the eight school districts which made out-of-state placements, one was a Phase II agency which arranged the placements of 12 children (43 percent) outside of Nevada. Sixty-four percent of the placing juvenile justice agencies were Phase II agencies, and they reported arranging 88 percent of the local juvenile justice placements made in 1978.

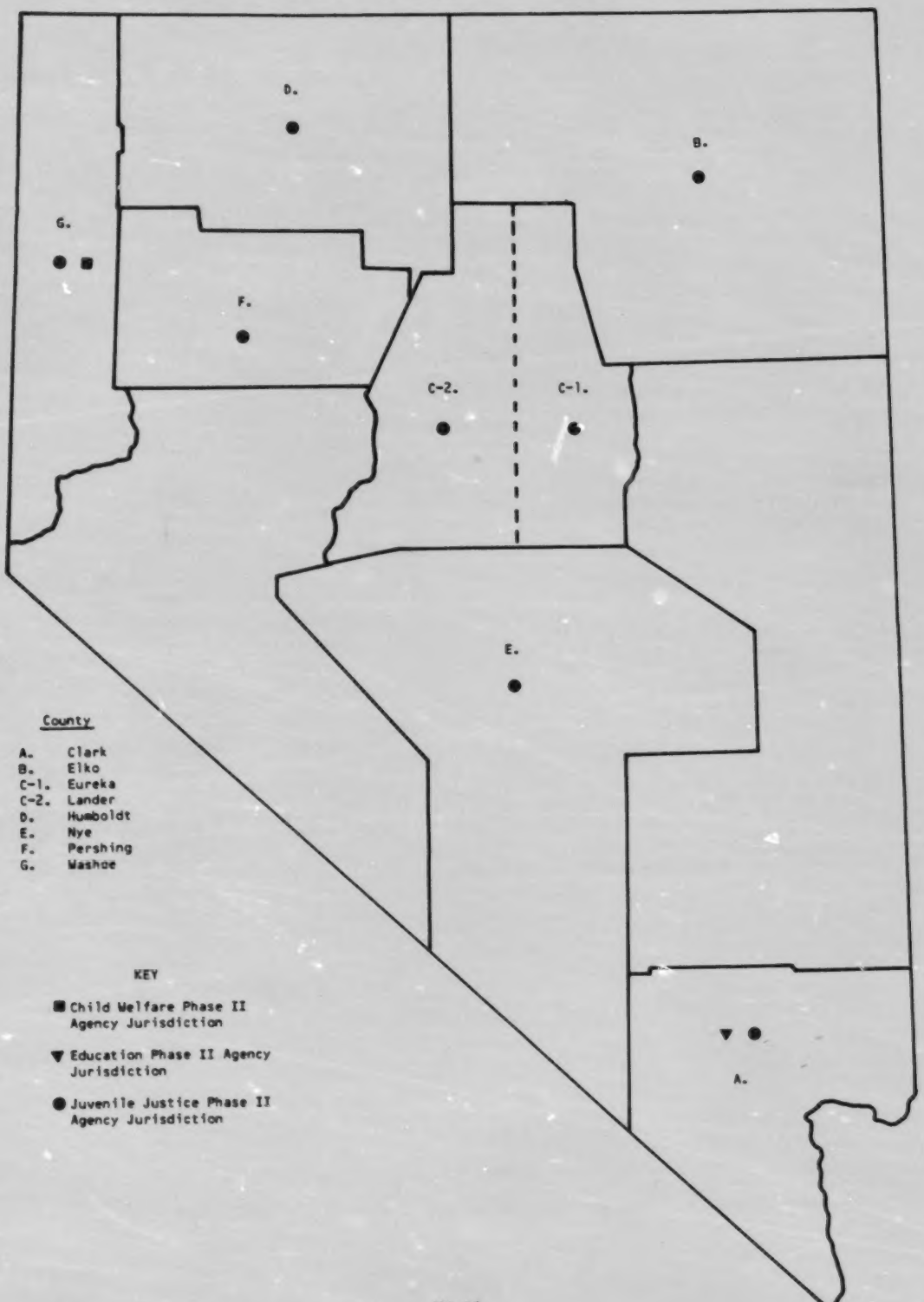
In general, then, the detailed information to be reported on the practices of Phase II child welfare and juvenile justice agencies is descriptive of the majority of out-of-state placements arranged by those Nevada local agency types in 1978, and to a somewhat lesser extent this is true for local education agencies.

FIGURE 29-1. NEVADA: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE



The illustration of the Phase II agencies' counties of location in Figure 29-2 reflects the predominance of placement activity among local juvenile justice agencies throughout the state. It is also of interest to note that the single Phase II child welfare agency and school district serve counties which share state borders with two states: Washoe County bordering California and Oregon, and Clark County being contiguous to California and Arizona.

FIGURE 29-2. NEVADA: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



The number of children going to each receiving state was provided by all local Phase II agencies, except for two children which were placed by Phase II juvenile justice agencies. Table 29-8 indicates that two-thirds of the placements by the only Phase II child welfare agency went to California. The remaining three children went to Washington and Oregon.

One-half of the 12 children placed out of Nevada by the local Phase II education agency went to Utah. Five children went to states in the geographic region (Arizona, Washington, and California). The remaining child was sent to Missouri.

Nevada Phase II juvenile justice agencies relied heavily upon settings in California to receive their out-of-state placements. Fifty percent of these children went to that neighboring state. The state receiving the next largest number of children from local Nevada juvenile justice agencies was Utah, which received ten children. The remaining 37 children placed out of state for whom destinations were reported by these agencies went in small numbers to 17 states located throughout the country.

TABLE 29-8. NEVADA: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Arizona	0	1	
Arkansas	0	0	2
California	6	2	50
Colorado	0	0	6
Idaho	0	0	2
Louisiana	0	0	2
Massachusetts	0	0	1
Michigan	0	0	1
Missouri	0	1	3
New Jersey	0	0	2
New Mexico	0	0	2
Ohio	0	0	1
Oregon	1	0	4
Pennsylvania	0	0	1
South Dakota	0	0	1
Tennessee	0	0	4
Texas	0	0	2
Utah	0	6	10
Washington	2	2	
Wisconsin	0	0	2
Wyoming	0	0	1
Placements for Which Destinations Could Not be Reported by Phase II Agencies	0	0	2
Total Number of Phase II Agencies	1	1	7
Total Number of Children Placed by Phase II Agencies	9	12	99

The use of settings in states contiguous to Nevada by local Phase II agencies is illustrated in Figure 29-3. The use of states contiguous to Nevada for out-of-state placement is prevalent, with 78 percent of child welfare, 75 percent of education, and 68 percent of juvenile justice placements going to these states. Sixty-nine percent of all local Phase II agency placements from Nevada went to its bordering states, with California receiving 71 percent of these children.

FIGURE 29-3. NEVADA: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO NEVADA BY LOCAL PHASE II AGENCIES[a]

a. Local Phase II child welfare agencies reported destinations for nine children. Local Phase II education agencies reported destinations for 12 children. The destinations of 97 children were reported by local Phase II juvenile justice agencies.

Agencies placing more than four children out of state were asked to explain the reasons for these placements. Their responses are shown in Table 29-9. The single child welfare agency responding gave several responses, saying children were placed out of state to live with relatives other than parents, as a matter of course for children with certain problems, and because Nevada lacked services comparable to the receiving states. The local education agency placing more than four children out of state also reported that the placements were made because of a lack of services comparable to those found in the receiving states.

Most of the juvenile justice agencies reported placing children into other states so that they could live with relatives other than parents. A majority of responding agencies also said children were placed because of a lack of comparable services in Nevada, as a standard procedure for some children, because of unsuccessful placement adjustment in Nevada, and as an alternative to in-state publicly operated institutions.

TABLE 29-9. NEVADA: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	0	0
Previous Success with Receiving Facility	0	0	0
Sending State Lacked Comparable Services	1	1	5
Standard Procedure to Place Certain Children Out of State	1	0	4
Children Failed to Adapt to In-State Facilities	0	0	4
Alternative to In-State Public Institutionalization	0	0	4
To Live with Relatives (Non-Parental)	1	0	6
Other	0	0	2
Number of Phase II Agencies Reporting	1	1	7

a. Some agencies reported more than one reason for placement.

The same agencies describing the reasons for out-of-state placement also reported the type of setting most frequently selected to receive children going to other states. The child welfare agency most often selected relatives' homes to receive children placed into other states. This response corresponds to the reported reasons for placement. The single responding school district reported sending children most frequently to residential treatment or child care facilities. The majority of juvenile justice agencies, like the child welfare agency, most frequently sent children out of state to the homes of relatives other than parents. Three agencies, however, said that settings other than with relatives were most often used, including residential treatment or child care facilities, psychiatric hospitals, and foster homes.

TABLE 29-10. NEVADA: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Residential Treatment/Child Care Facility	0	1	1
Psychiatric Hospital	0	0	1
Boarding/Military School	0	0	0
Foster Home	0	0	1
Group Home	0	0	0
Relative's Home (Non-Parental)	1	0	4
Adoptive Home	0	0	0
Other	0	0	0
Number of Phase II Agencies Reporting	1	1	7

Another type of information provided by local Phase II agencies relates to the type of methods used to monitor children's progress in out-of-state placement and their frequency of occurrence. The responding child welfare agency, as shown in Table 29-11, relied upon quarterly written progress reports and other methods to monitor the progress of children placed in other states. The responding school district also used quarterly written reports in conjunction with semiannual on-site visits to monitor children's progress.

The juvenile justice agencies placing more than four children out of Nevada usually relied upon written reports to monitor these children's progress. Four of the seven agencies indicated use of this method, three of which receive the reports on a quarterly basis. Four agencies also indicated the use of monitoring methods at intervals other than those provided for description, including written reports, telephone calls, and on-site visits.

TABLE 29-11. NEVADA: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]		
		Child Welfare	Education	Juvenile Justice
Written Progress Reports	Quarterly	1	1	3
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	0	0	1
On-Site Visits	Quarterly	0	0	0
	Semiannually	0	1	0
	Annually	0	0	0
	Other[b]	0	0	2
Telephone Calls	Quarterly	0	0	2
	Semiannually	0	0	0
	Annually	0	0	0
	Other[b]	0	1	1

TABLE 29-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Child Welfare	Education	Juvenile Justice
Other	Quarterly	0	0	1
	Semiannually	0	0	1
	Annually	0	0	0
	Other[b]	1	0	0
Total Number of Phase II Agencies Reporting		1	1	7

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

The child welfare agency placing more than four children out of Nevada reported that no expenditures were made for this purpose. The responding school district said that $125,000 in public funds was spent on out-of-state placements, and six juvenile justice agencies reported a total expenditure of $420,900 for out-of-state placements.

D. Use of Interstate Compacts by State and Local Agencies

The survey of local agencies in Nevada also determined the extent to which interstate compacts were utilized to arrange out-of-state placements. A review of Table 29-12 indicates that 13 of the 20 agencies which placed children out of state in 1978 reported that none of their placements were arranged through an interstate compact. It should be noted that Nevada is not a member of the Interstate Compact on the Placement of Children and the Interstate Compact on Mental Health. Therefore, it is not surprising to see in Table 29-12 that the single local child welfare agency which placed children out of state did not utilize a compact. One school district placing four or less children reported utilizing an interstate compact and six juvenile justice agencies also reported such use. Of the four Phase II juvenile justice agencies among these six, two reported utilizing the Interstate Compact on Juveniles for the arrangement of their placements in 1978.

TABLE 29-12. NEVADA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Local Agencies Which Placed Children Out of State	Number of AGENCIES Child Welfare	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	0	7	4
• Number Using Compacts	--	1	2
• Number Not Using Compacts	--	6	2
• Number with Compact Use Unknown	--	0	0

TABLE 29-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	1	1	7
• Number Using Compacts	0	0	4
Interstate Compact on the Placement of Children[a]			
Yes	--	--	--
No	--	--	--
Don't Know	--	--	--
Interstate Compact on Juveniles			
Yes	0	0	2
No	1	1	5
Don't Know	0	0	0
Interstate Compact on Mental Health[a]			
Yes	--	--	--
No	--	--	--
Don't Know	--	--	--
• Number Not Using Compacts	1	1	3
• Number with Compact Use Unknown	0	0	0
TOTALS			
Number of AGENCIES Placing Children Out of State	1	8	11
Number of AGENCIES Using Compacts	0	1	6
Number of AGENCIES Not Using Compacts	1	7	5
Number of AGENCIES with Compact Use Unknown	0	0	0

-- denotes Not Applicable.

a. Nevada was not a member of the Interstate Compact on the Placement of Children or the Interstate Compact on Mental Health in 1978.

Further knowledge concerning the utilization of interstate compacts is acquired through consideration of the information given in Table 29-13. This table indicates the number of children who were or were not placed out of state with a compact in 1978. An examination of the overall trend shows that a total of 89 children were placed in out-of-state residential care in 1978 without the use of a compact, while 56 children were reported to be placed with interstate compact utilization.

As pointed out in the previous table, none of the nine child welfare placements were arranged through a compact, a fact which may have been influenced by Nevada's not being a member of the Interstate Compact on the Placement of Children. A single child was reported to have been placed out of state by a school district with compact use, while 51 children were sent out of Nevada by local juvenile justice agencies through a compact. In fact, 49 of these children were reported by local Phase II juvenile justice agencies to have been processed by the Interstate Compact on Juveniles.

TABLE 29-13. NEVADA: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	0	16	13
• Number Placed with Compact Use	--	1	2
• Number Placed without Compact Use	--	12	6
• Number Placed with Compact Use Unknown[a]	--	3	5
CHILDREN PLACED BY PHASE II AGENCIES	9	12	99
• Number Placed with Compact Use	0	0	49
Number through Interstate Compact on the Placement of Children[b]	--	--	--
Number through Interstate Compact on Juveniles	0	0	49
Number through Interstate Compact on Mental Health[b]	--	--	--
• Number Placed without Compact Use	9	12	50
• Number Placed with Compact Use Unknown	0	0	0
TOTALS			
Number of CHILDREN Placed Out of State	9	28	112
Number of CHILDREN Placed with Compact Use	0	1	51
Number of CHILDREN Placed without Compact Use	9	24	56
Number of CHILDREN Placed with Compact Use Unknown	0	3	5

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. Nevada was not a member of the Interstate Compact on the Placement of Children or the Interstate Compact on Mental Health in 1978.

Graphic representations of the information gathered about interstate compact utilization for children placed out of state in 1978 by local agencies are illustrated in Figures 29-4, 5, and 6. Figure 29-6 is of particular interest, showing that of the 112 children reported placed out of state by local juvenile justice agencies in Nevada, 50 percent were noncompact-arranged placements, 46 percent were compact arranged, and for 4 percent of the placements compact use was undetermined. Comparative information is illustrated about compact use for placements arranged by local child welfare and education placements in Figures 29-4 and 5.

FIGURE 29-4. NEVADA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

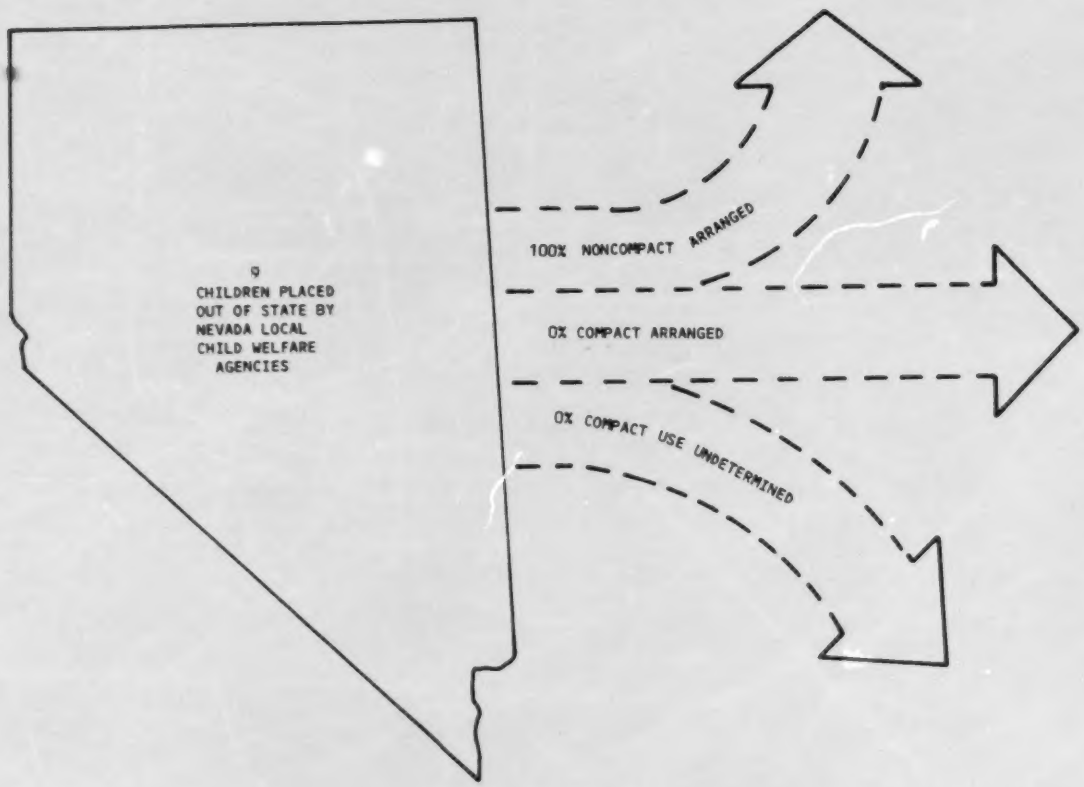

9
CHILDREN PLACED OUT OF STATE BY NEVADA LOCAL CHILD WELFARE AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

FIGURE 29-5. NEVADA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

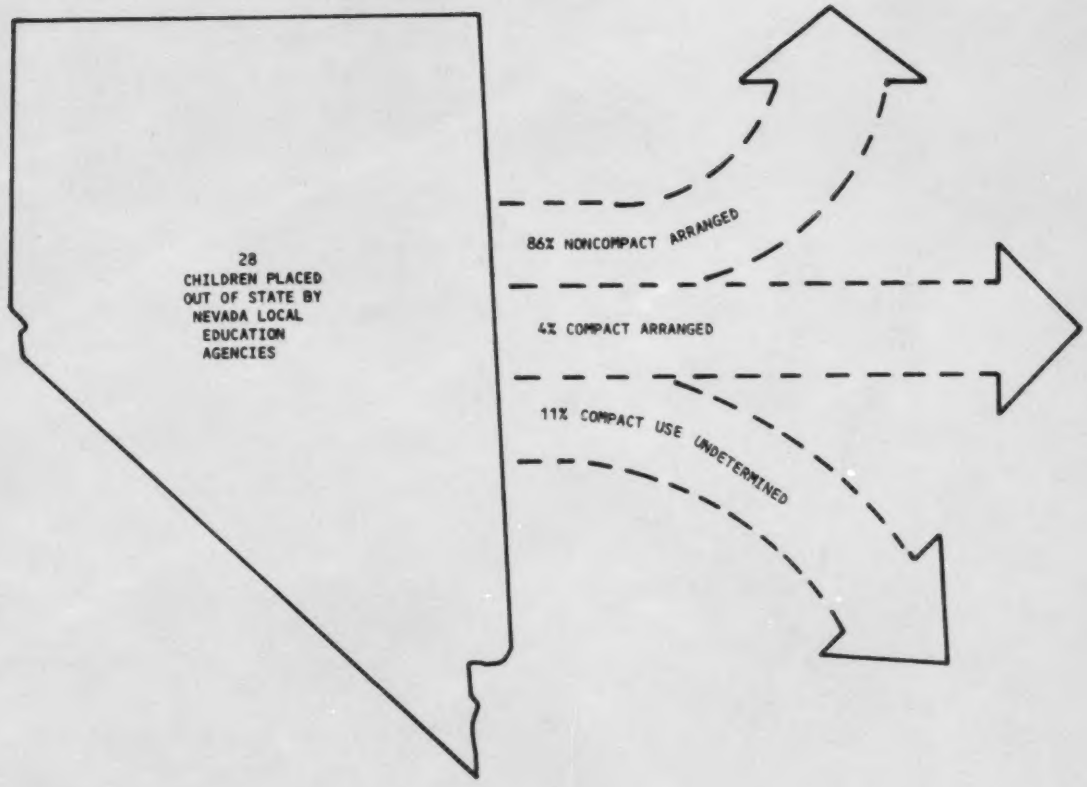
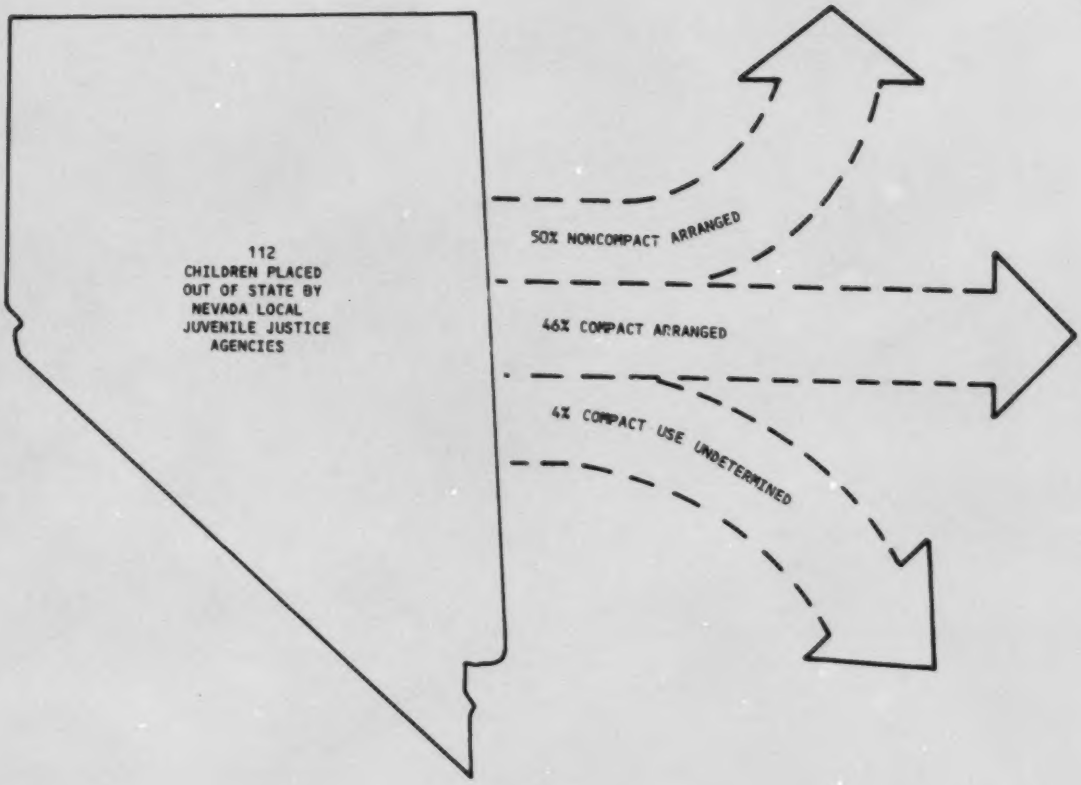


FIGURE 29-6. NEVADA: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978



Nevada's state agencies reported their knowledge of compact use for placements made by their own agencies as well as their local counterparts, where they existed. The state child welfare agency reported that 58 placements were arranged in 1978 with interstate compact use, although Nevada was not a member of the ICPC. Contrary to local school districts' responses in Table 29-13, the state education agency reported that no out-of-state placements were arranged with the use of a compact. The state juvenile justice agency reported compact utilization for 41 children placed out of Nevada. The three children reported by the state mental health and mental retardation agency were placed out of state without being processed by a compact, not an unexpected response considering the state is neither a member of the ICPC nor the ICMH.

TABLE 29-14. NEVADA: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency-Arranged Placements	88	63	*a	3
Total Number of Compact-Arranged Placements Reported by State Agencies	58	0	41	0
Percentage of Compact-Arranged Placements	66	0	*	0

* denotes Not Available.

a. The local juvenile justice agencies reported being involved in 112 out-of-state placements in 1978. The state juvenile justice agency had knowledge of 41 placements, but did not specify the level of government involved in the placement of 15 of these children and could not indicate the number of children for whom it helped to arrange placement without fiscal or legal responsibility.

E. The Out-of-State Placement Practices of State Agencies

The following information, contained in Table 24-15, expands upon the state data that was introduced in Table 24-2. The number of children placed out of Nevada with the assistance, funding, or knowledge of the state agencies is portrayed in the table by the type of involvement the state agency undertook. The DHR's Welfare Division reported arranging and funding the out-of-state placement of 44 children, two of which were court ordered. The child welfare agency did not report on placement activity under any of the forms of involvement that include locally operated child welfare agencies. The division did, however, identify 35 placements which it helped to arrange, despite not having legal or financial responsibility for the children involved.

The state education agency reported arranging and funding 35 out-of-state placements and reported no involvement in, or receiving no reports of, the 28 locally reported placements. The agency also reported involvement in arranging seven placements for which it did not have legal or financial responsibility. Howver, the agency clearly indicated in its response that the total number of placements leaving the state with its assistance or knowledge was 35 children. In the absence of an explanation by the agency, it is assumed that the seven placements must be also included in the first category of involvement.

The state juvenile justice agency was involved in arranging and funding nine out-of-state placements and had knowledge of 15 children under the "other" category of involvement. The respondent noted that these children were all under ten years of age and in the respondent's words "not in the juvenile justice system", but did not specify what level of government initiated these placements. The agency did not report on placements which it helped to arrange in the absence of legal and financial responsibility. The total number of out-of-state placements reported by the Youth Services Division of DHR was 41 children. The DHR's Division of Mental Hygiene and Mental Retardation was involved only in helping to arrange the placement of children into other states for which another agency or individual had legal and financial responsibility.

TABLE 29-15. NEVADA: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	42	35	9	0
Locally Arranged but State Funded	*	0	0	--
Court Ordered, but State Arranged and Funded	2	0	0	0
Subtotal: Placements Involving State Funding	*	35	9	0
Locally Arranged and Funded, and Reported to State	*	0	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	35	7	*	3
Other	0	0	15	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	79	35[b]	41	3

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

b. This column does not total because of double counting of children within the type of involvement categories.

The number of children that went to each receiving state was also requested from state agencies involved in out-of-state placements. The DHR Youth Services Division did not report destinations for the 41 children it reported placing in other states. The DHR's Welfare Division reported placing 79 children into 18 states. California was the largest receiver of these children with 51 percent of the total. Settings in states throughout the country were selected to receive Nevada children, including Alaska, Florida, and Massachusetts. Sixty-seven percent of these child welfare placements went to states bordering on Nevada. The highest number of children placed into any particular state, after California, was Illinois which received six children.

The state education agency sent its largest number of children to Utah, which received 19 children, or 54 percent, of all those placed out of state by the agency. The DOE used settings in three non-contiguous states, Kansas, Missouri, and Washington, to receive six children, and the remaining children were sent into states bordering on Nevada. Therefore, over 82 percent of all children placed by the state education agency went to states contiguous to Nevada. The DHR's Division of Mental Hygiene and Mental Retardation sent all three of its out-of-state placements to bordering California.

TABLE 29-16. NEVADA: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Alaska	2	0		0
Arizona	3	0		0
California	40	6		3
Florida	2	0		0
Idaho	1	4		0
Illinois	6	0		0
Kansas	1	1		0
Massachusetts	1	0		0
Missouri	1	1		0
Montana	1	0		0
Nebraska	1	0		0
New Mexico	2	0		0
Oklahoma	1	0		0
Oregon	4	0		0
Pennsylvania	2	0		0
Texas	3	0		0
Utah	5	19		0
Washington	3	4		0
Placements for Which Destinations Could Not be Reported by State Agencies	0	0	All	0
Total Number of Placements	79	35	41	3

State agencies, like local agencies, described the children they placed out of state according to a list of descriptive characteristics. Table 29-17 indicates that the DHR's Welfare Division placed children usually associated with the services provided by an agency of this type, including foster and adopted children and those determined to be battered, abandoned, or neglected. In addition, there were children among the 79 placed out of state who were developmentally disabled, emotionally disturbed, and prone to substance abuse.

Recalling the 66 percent rate of compact utilization for this agency shown in Table 29-14, some question now develops as to which interstate compact would have been used. Nowhere in the responses illustrated in Table 29-17 is there indication that the children placed out of Nevada by the child welfare agency were described as holding a status that is subject to the Interstate Compact on Juveniles (ICJ). It should also be recalled that Nevada is not a member of the Interstate Compact on the Placement of Children and the Interstate Compact on Mental Health. It is possible that in the absence of membership in either of these compacts the agency places children into other states with the informal help of the receiving state's ICPC office.

The Nevada state education agency selected only two characteristics to describe the 35 children it reported placed into other states. These were the presence of physical handicaps and children going to foster homes. The DHR's Youth Services Division placed children into foster settings as well as or including those who were adjudicated delinquent, pregnant, or had a history of drug or alcohol problems.

The DHR's Division of Mental Hygiene and Mental Retardation indicated that only mentally handicapped children were placed out of Nevada in 1978.

TABLE 29-17. NEVADA: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Physically Handicapped	0	X	0	0
Mentally Handicapped	0	0	0	X
Developmentally Disabled	X	0	0	0
Unruly/Disruptive	0	0	0	0
Truants	0	0	0	0
Juvenile Delinquents	0	0	X	0
Emotionally Disturbed	X	0	0	0
Pregnant	0	0	X	0
Drug/Alcohol Problems	X	0	X	0
Battered, Abandoned, or Neglected	X	0	0	0
Adopted Children	X	0	0	0
Foster Children	X	X	X	0
Other	0	0	0	0

a. X indicates conditions reported.

Two types of settings were most frequently selected to receive children placed by these state agencies. The state child welfare and juvenile justice agencies most frequently placed children with relatives. The state education agency DHR's Division of Mental Hygiene and the Mental Retardation Division described residential treatment or child care facilities as the setting of choice for children they placed out of Nevada.

Expenditure information, included in Table 29-18, was not reported by the DHR's Youth Services and Mental Hygiene and Mental Retardation divisions. The state education agency reported spending $187,000 in state funds. The DHR's Welfare Division spent a total of $330,111 for out-of-state placements, which was shared among state, federal, and local governments in the proportions of 44, 44 and 12 percent, respectively.

TABLE 29-18. NEVADA: PUBLIC EXPENDITURES FOR OUT-OF-STATE PLACEMENTS IN 1978, AS REPORTED BY STATE AGENCIES

Levels of Government	Expenditures, by AGENCY Type			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
• State	$144,050	$187,000	*	*
• Federal	144,050	0	*	*
• Local	42,011	0	*	*
• Other	0	0	*	*
Total Reported Expenditures	$330,111	$187,000	*	*

* denotes Not Available.

F. State Agencies' Knowledge of Out-of-State Placements

Services for children are operated by both state and local governments in Nevada, with a few independent local child welfare agencies, and the local juvenile justice agencies and local school districts still being under state agency supervision. Table 29-19 reflects these state agencies' overall knowledge of out-of-state placement activity within the state. Ninety percent of the out-of-state placements determined to be made by child welfare agencies were known to the state-level agency. In Table 29-15 it was seen that this agency could not report the number of placements made by the local agencies. The state education agency did respond about placement activity for local school districts by saying none occurred, and therefore it appears that the locally reported placements included in Table 29-19 were not known to the state agency.

The 41 children known by the state juvenile justice agency to have been placed out of state in 1978 is a substantially smaller number of placements than the 112 children reported by the local agencies. Nine of the 41 placements were state arranged and funded, as was seen in Table 29-15, but state involvement in the remaining placements was not clear.

Finally, the state mental health and mental retardation agency reported three children were known to have been placed outside of Nevada in 1978, not necessarily with the use of state funds.

TABLE 29-19. NEVADA: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

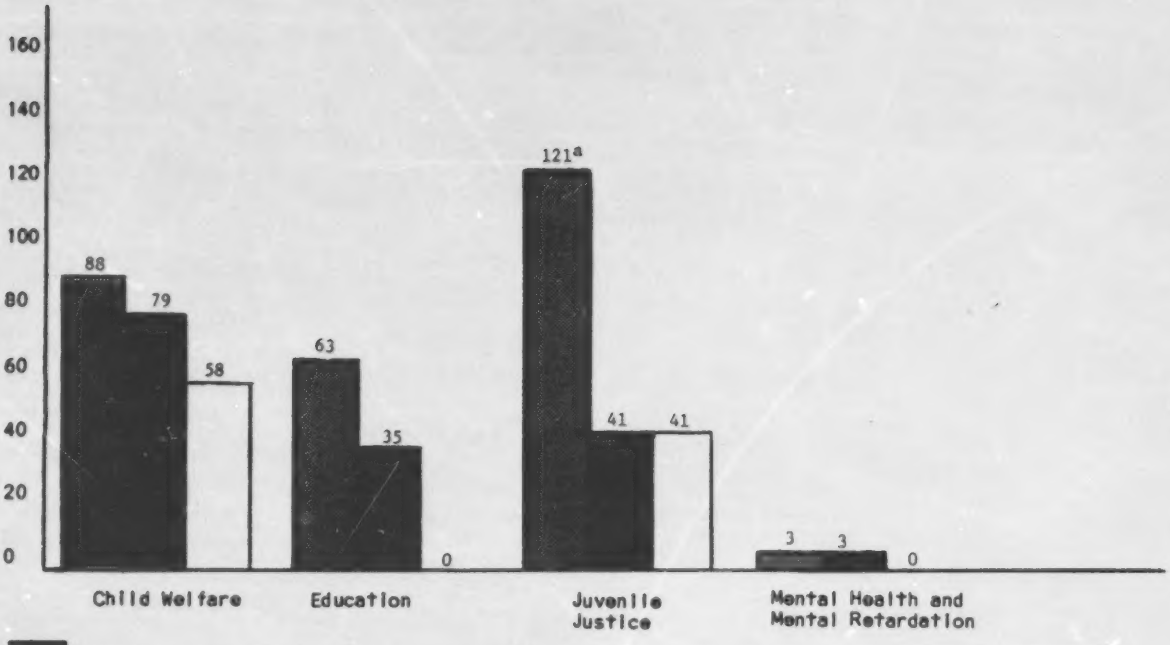
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	88	63	*a	3
Total Number of Placements Known to State Agencies	79	35	41	3
Percentage of Placements Known to State Agencies	90	56	*	100

* denotes Not Available.

a. The local juvenile justice agencies reported being involved in 112 out-of-state placements in 1978. The state juvenile justice agency had knowledge of 41 placements, but did not specify the level of government involved in the placement of 15 of these children and could not indicate the number of children for whom it helped to arrange placement without fiscal or legal responsibility.

Figure 29-7 illustrates state agencies' knowledge of out-of-state placements as well as their reports of interstate compact utilization. With the exception of the state mental health and mental retardation agency, none of the state agencies reported the number of out-of-state placements determined by the survey to have been arranged in 1978.

FIGURE 29-7. NEVEDA: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. Only indicates the 112 children reported to be placed out of state by local juvenile justice agencies and nine placements arranged and funded by the state agency.

Equally as interesting is the state child welfare agency's report of significant interstate compact use despite Nevada not being a member state of the Interstate Compact on the Placement of Children. The state juvenile justice agency, which does administer the Interstate Compact on Juveniles, did not identify as many compact-arranged placements as the local agencies reported (at least 51 children), especially considering that nine of the 41 compact-processed placements were definitely state arranged.

V. CONCLUDING REMARKS

Some noteworthy themes emerge from the preceding findings from the survey of Nevada state and local agencies.

- The Nevada local juvenile justice agencies are the most active agencies in the state in placing children across state lines. They usually undertook this activity alone in 1978 and utilized interstate compacts for about one-half of the children placed out of state.
- These same juvenile justice agencies are involved with a wide variety of children's problems and, as a group, are somewhat more likely to place unruly/disruptive children out of Nevada.

- Local public agencies placing children out of Nevada most frequently reported placing these children because of a lack of services in Nevada comparable to those in other states.

- The most active state agency in placing children out of Nevada in 1978 was the DHR's Welfare Division, which does not have the Interstate Compact on the Placement of Children or the Interstate Compact on Mental Health at its disposal to process its placements into other states. However, unlike the local placing child welfare agencies, this state agency reported a high utilization of an interstate compact for the arrangement of placements out of Nevada.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Nevada in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN OREGON

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Robert Klark, Coordinator for Handicapped Children, Division of Special Education, Department of Education; La Riva Hartford, Compact Correspondent, Children's Services Division, Department of Human Resources; and Davis Isom, Administrative Assistant, Mental Health Division, Department of Human Resources.

II. METHODOLOGY

Information was systematically gathered about Oregon from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Oregon appears below in Table 38-1.

TABLE 38-1. OREGON: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telephone interview Mailed Survey: DHR officials	Telephone interview Mailed Survey: DOE officials	Telephone interview Mailed Survey: DHR officials	Telephone interview Mailed Survey: DHR officials
Local Agencies[a]	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of the 314 local school districts to verify state information[b]	Telephone Survey: All 36 local probation offices	Not Applicable (State Offices)

a. The telephone survey was conducted by Jack Chapman, Consultant, of Portland under a subcontract to the Academy.

b. Information attributed in this profile to the state's school destricts was gathered from the state educatio agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Oregon has the tenth largest land area (96,184 square miles) and is the 30th most populated state (2,284,335) in the United States. It has 24 cities with populations over 10,000 and five cities with populations over 30,000. Portland is the most populated city in the state, with a population of over 350,000. Salem, the capital, is the third most populated city in the state, with a population of nearly 80,000. Oregon has 36 counties. The estimated 1978 population of persons eight to 17 years old was 387,411.

Oregon has three Standard Metropolitan Statistical Areas (SMSAs). One of the SMSAs includes a portion of a contiguous state, Washington. Other contiguous states are California, Nevada, and Idaho.

Oregon was ranked 11th nationally in total state and local per capita expenditures, sixth in per capita expenditures for education, and 15th in per capita expenditures for public welfare.[1]

B. Child Welfare

The Oregon Department of Human Resources (DHR) is an umbrella agency which has administrative and funding responsibilities for juvenile justice, child welfare, and mental health and mental retardation programs.

The child welfare system in Oregon is state funded and state administered under the auspices of the Children's Services Division of DHR. The Children's Services Division has eight regional offices that span the entire state, as well as 52 branch and satellite offices in each of the 36 counties. There are a number of state-certified and state-operated centers and home day care programs under the division, as

well as approximately 3,000 certified foster family homes. Residential and group foster care is purchased from about 100 licensed providers. Both adoption and foster care services are provided through the branch offices.

The Children's Services Division also works closely with the juvenile offices of the county courts and the other divisions within the Department of Human Resources in arranging out-of-state placements for children. It was reported that the Children's Services Division also participates in the arrangement of placements for school districts as well as for the Mental Health Division within the DHR.

Oregon is a member of all three compacts affecting interstate placements of children, two of which are administered by the Children's Services Division of DHR: the Interstate Compact on the Placement of Children (ICPC) and the Interstate Compact on Juveniles (ICJ). Oregon has been a member of these compacts since 1975 and 1959, respectively. Out-of-state placements are reported to be made pursuant to the provisions of these two compacts.

C. Education

Oregon's 314 public school districts provide special education services and normal curriculum for grades K-12.

The Division of Special Education within the Oregon Department of Education administers and helps fund programs for handicapped children in the state. However, according to state sources, no Department of Education funds are spent on out-of-state placements. The educational component of out-of-state placements are paid for by the placing agency, typically the Children's Services Divison of DHR.

It was also reported that neither the Department of Education nor the 314 public school districts place children out of state because of the lack of state funds, the prohibitive costs of such placements, and because of the excellent programs available in the state.

D. Juvenile Justice

Jurisdiction over dependent, neglected, and delinquent children and youth is held by circuit courts in Oregon, except for six counties where there are county courts. Some of the larger counties have family or juvenile divisions of the designated court. Courts are responsible for juvenile probation services. Juvenile probation offices are attached to each of the 36 county-administered courthouses in Oregon, while juvenile parole is the responsibility of the Children's Services Division at the state level.

Adjudicated delinquents are committed to the Juvenile Corrections Services unit within the DHR' Children's Services Division. The unit maintains two training schools and four camps. Parole services administered by this agency has 45 parole officers.

Out-of-state placements arranged by the local courts are often closely coordinated with the DHR's Children's Service Division which administers both the ICJ and the ICP.

E. Mental Health and Mental Retardation

The Department of Human Resources' Mental Health Division is responsible for all mental health and mental retardation services in Oregon. There are no mental health/mental retardation agencies operated by local government in Oregon. The division provides treatment services at state or licensed facilities for emotionally disturbed children. It also maintains programs for the mentally retarded and substance abusers, and administers the Interstate Compact on Mental Health (ICMH). Oregon has been a member of the compact since 1957.

The Mental Health Division reports that it does not place children out of state, referring all placements of mentally ill or handicapped children to the Children's Services Division within the DHR.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the Oregon state profile presents the results of the survey of the 1978 out-of-state placement practices of state and local agencies.

A. The Number of Children Placed in Out-of-State Residential Settings

Before going into the more specific findings, an overview of the out-of-state placement activity discovered among state and local agencies is given in Table 38-2. It should be mentioned again that the Children's Services Division in DHR is the single public provider of child welfare services within Oregon and administers both the Interstate Compact on the Placement of Children and the Interstate Compact on Juveniles. This division, therefore, was approached for both information on the placement of children from the child welfare service portion of DHR as well as the juvenile justice placement activity, and Table 38-2 is constructed to represent this combined survey response. However, the division could only reply to the survey with specific placement information stemming from its administration of the Interstate Compact on the Placement of Children. A state juvenile justice response was unavailable. Furthermore, the 99 reported placements were not specifically identified as being state or locally arranged. The reported placements, therefore, have been excluded from Table 38-2, causing an underrepresentation of the total number of placements.

The only other public agency placement activity reported in Oregon was by local juvenile justice agencies. The 115 children placed out of state by the probation agencies in 1978 make up the largest portion of placements reported in Oregon. The state and local education agencies and DHR's Mental Health Division reported no placement activity in 1978. This finding is consistent with the funding restrictions and placement policies of these agencies, as noted in section III.

TABLE 38-2. OREGON: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare/ Juvenile Justice	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*[b]	0	--[c]	0	0
Local Agency Placements	--[d]	0	115	--	115
Total	*	0	115	0	115

* denotes Not Available.
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 38-14 for specific information regarding state agency involvement in arranging out-of-state placements.

b. The DHR's Children's Services Division reported 99 children placed out of state through the Interstate Compact on the Placement of Children which were state funded, but could not report upon the juvenile justice placements arranged by the state.

c. The DHR's Children's Services Division was contacted for this information and that state agency's response is displayed in the first column of this table.

d. There are no child welfare services operated by local government in Oregon. Other service types with locally operated services are displayed in their appropriate column.

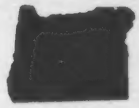
Table 38-3 illustrates the number of placements made by the local Oregon probation agencies in 1978, by county of jurisdiction and county juvenile population. It is apparent that four of the most populated counties, Multnomah, Washington, Clackamas, and Douglas are those with the highest number of out-of-state placements. The second most populated county in Oregon, Lane County, which contains the City of Eugene and is an SMSA, reported no out-of-state placements in 1978. The heavily populated northwest section of Oregon consists of 12 counties, in which nine county juvenile justice agencies reported placements and which, in total, reported 72 percent of all the local juvenile justice placements.

It is also important to realize that the county with the largest number of out-of-state placements, Multnomah, is located on Oregon's Washington border and is part of the Portland SMSA. Additionally, it can be observed in Table 38-3 that placement activity also exists among the smaller Oregon counties. Of particular interest is Malheur County, which reported approximately ten children sent out of state. Malheur County borders Idaho and Nevada.

TABLE 38-3. OREGON: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978
		Juvenile Justice
Baker	2,898	3
Benton	8,741	3
Clackamas	38,484	12
Clatsop	4,550	0
Columbia	6,182	2
Coos	10,592	0
Crook	2,005	0
Curry	2,554	0
Deschutes	7,118	0
Douglas	15,796	12
Gilliam	390	0
Grant	1,276	0
Harney	1,293	2
Hood River	2,535	0
Jackson	18,939	2
Jefferson	2,157	0
Josephine	7,682	3
Klamath	9,949	3
Lake	1,108	0
Lane	41,321	0
Lincoln	4,120	5
Linn	14,900	1
Malheur	4,568	10 est
Marion	28,719	7 est
Morrow	953	0
Multnomah	78,945	25
Polk	6,560	0
Sherman	310	0
Tillamook	3,174	0
Umatilla	8,103	2
Union	3,658	3
Wallowa	1,144	0
Wasco	3,330	4
Washington	34,802	15
Wheeler	324	0
Yamhill	8,231	1
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		115 est
Total Number of Local Agencies Reporting		36

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.



B. The Out-of-State Placement Practices of Local Agencies

All of Oregon's local agencies participated in the survey and were able to report about their involvement in the out-of-state placement of children. As reflected in Table 38-4, none of the 314 local school districts placed any children out of state. Nineteen of the 36 juvenile justice agencies reported some placement activity in 1978.

TABLE 38-4. OREGON: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type	
	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	0	19
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0
Agencies Which Did Not Place Out of State	314	17
Agencies Which Did Not Participate in the Survey	0	0
Total Local Agencies	314	36

All 314 Oregon school districts and 17 local probation offices which reported not placing any children out of state in 1978 were asked to give reasons for this abstention. Their responses are displayed in Table 38-5. Over 90 percent of the responses from the school districts stated that they lacked appropriate funds for such activity. A significantly smaller eight percent stated that there were sufficient services available within the state. Two school districts also reported that they were restricted, one of which stated specifically in the "other" response that it was against the district's policy.

The local juvenile justice agencies not placing children out of state in 1978 stated that they had sufficient services in Oregon or that they lacked funds for out-of-state placements. One probation agency stated that it was against agency policy to place a child out of Oregon.

TABLE 38-5. OREGON: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)	
	Education	Juvenile Justice
Lacked Statutory Authority	0	0
Restricted[b]	1	0
Lacked Funds	286	7
Sufficient Services Available in State	24	8
Other[c]	11	3
Number of Agencies Reporting No Out-of-State Placements	314	17
Total Number of Agencies Represented in Survey	314	36

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included restrictions based on agency policy, executive order, compliance with certain federal and state guidelines, and specific court orders.

c. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The possible involvement of several public agencies in the placement of a child results in various degrees of interagency cooperation. Over 74 percent of the Oregon local probation agencies reporting involvement in out-of-state placements indicated, as seen in Table 38-6, that at least one other agency cooperated in their placement decisions. However, cooperation with another agency was only reported to have occurred for 56 percent of the placements made by the juvenile justice agencies.

TABLE 38-6. OREGON: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type	
	Juvenile Justice	
	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	19	53
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	14	74
Number of CHILDREN Placed Out of State	115	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	64	56

a. See Table 38-4.

Local probation agencies reported placing children out of state with a variety of conditions or statuses. Table 38-7 gives the types of children the agencies helped to place in 1978. Eighty-ninety percent of the probation agencies reported to have placed juvenile delinquents outside of Oregon. Over one-half of the responses were in the unruly/disruptive category. Battered, abandoned, or neglected children were the next most frequently mentioned types of children, followed by the mentally ill/emotionally disturbed children and those with problems related to substance abuse. The remaining choices by single agencies included truants, adopted children, and those children having special education needs.

TABLE 38-7. OREGON: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting
	Juvenile Justice
Physically Handicapped	0
Mentally Retarded or Developmentally Disabled	0
Unruly/Disruptive	10
Truant	1
Juvenile Delinquent	17
Mentally Ill/Emotionally Disturbed	5
Pregnant	0
Drug/Alcohol Problems	5
Battered, Abandoned, or Neglected	8
Adopted	1

TABLE 38-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting Juvenile Justice
Special Education Needs	1
Multiple Handicaps	0
Other	0
Number of Agencies Reporting	19

a. Some agencies reported more than one type of condition.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Oregon's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local juvenile justice agencies which reported arranging five or more out-of-state placements in 1978, with the exception of one agency which met this criterion. The Malheur County court, which reported making an estimated ten out-of-state placements, is not represented in most of the Phase II tables.

The relationship between the number of local Oregon agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 38-1. Seven of the 19 placing probation agencies were Phase II agencies, including the Malheur County juvenile justice agency. Therefore, 37 percent of the local placing agencies reported arranging out-of-state placements for 75 percent of the children reported sent out of Oregon in 1978 by local agencies. Clearly, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by Oregon local probation agencies in 1978, even without information from one of these agencies.

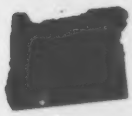
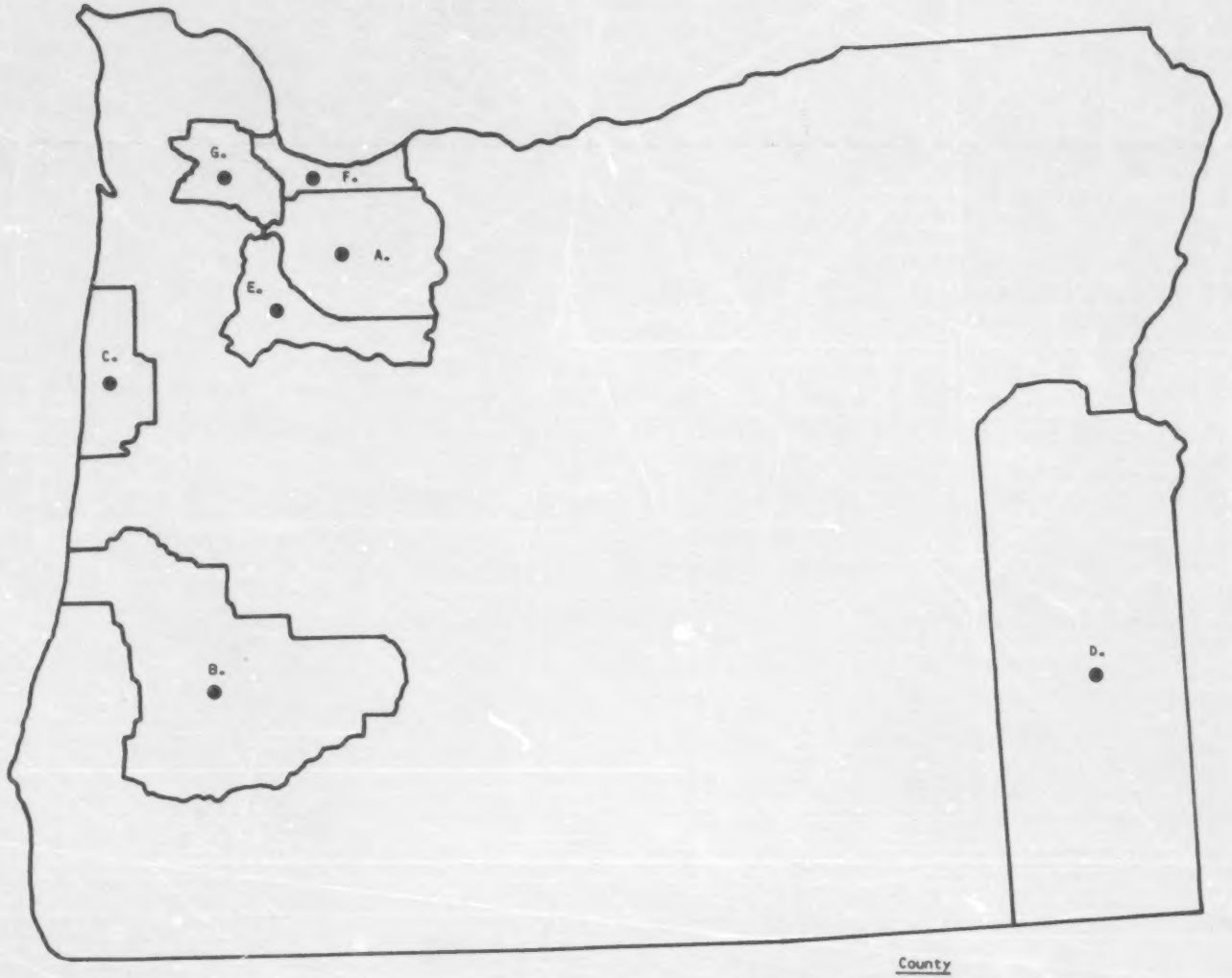


FIGURE 38-1. OREGON: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Juvenile Justice
Number of AGENCIES	36
Number of AGENCIES Reporting Out-of-State Placements in 1978	19
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	7
Number of CHILDREN Placed Out of State in 1978	115
Number of CHILDREN Placed by Phase II Agencies	86
Percentage of Reported Placements in Phase II	75

The geographic locations of these Phase II agencies' counties of jurisdiction are illustrated in Figure 38-2. Four of these agencies serve counties clustered in the Portland SMSA: Clackamas, Marion, Multnomah, and Washington Counties. Two other Phase II agencies are located in and serve western counties (Douglas and Lincoln) on the Pacific coastline. As discussed in Table 38-3, the only eastern Oregon County with a Phase II agency is Malheur, bordering both Idaho and Nevada.



KEY

● Juvenile Justice Phase II Agency Jurisdiction

County

A. Clackamas
B. Douglas
C. Lincoln
D. Malheur
E. Marion
F. Multnomah
G. Washington

FIGURE 38-2. OREGON: COUNTY LOCATION OF PHASE II AGENCIES

Table 38-8 identifies the destinations of the children reported by six Oregon Phase II local juvenile justice agencies. Forty-two of the 76 placement destinations were not available. California received the largest number of Oregon children into residential settings in 1978. Washington, receiving eight children, was the next most commonly utilized state for placement in the reporting year. These two states, along with the receiving states of Colorado, Idaho, and Utah, are in the general geographic region surrounding Oregon. The single placements to Alaska, Minnesota, New Jersey, and Texas were at a greater distance from Oregon. However, almost 80 percent of the agencies' placements, for which destinations were reported, were made to contiguous states of Oregon, as shown in Figure 38-3.

TABLE 38-8. OREGON: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed: Juvenile Justice
Alaska	1
California	17
Colorado	1
Idaho	2
Minnesota	1
New Jersey	1
Texas	1
Utah	2
Washington	8
Placements for Which Destinations Could Not be Reported by Phase II Agencies	42
Total Number of Phase II Agencies	6
Total Number of Children Placed by Phase II Agencies	76

FIGURE 38-3. OREGON: THE NUMBER OF CHILDREN PLACED IN STATES CONTIGUOUS TO OREGON BY LOCAL PHASE II AGENCIES[a]

a. Local Phase II juvenile justice agencies reported destinations for 34 children.

The Phase II local juvenile justice agencies were asked to report their reasons for taking this action. The two predominant answers to this question, as reported in Table 38-9, were to send children to live with relatives and that Oregon lacked comparable services to the out-of-state program selected. Two responses were also given to the statements that the child had failed to adapt to an in-state facility and that the out-of-state setting was an alternative to in-state institutionalization.

TABLE 38-9. OREGON: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0
Previous Success with Receiving Facility	1
Sending State Lacked Comparable Services	4
Standard Procedure to Place Certain Children Out of State	0
Children Failed to Adapt to In-State Facilities	2
Alternative to In-State Public Institutionalization	2
To Live with Relatives (Non-Parental)	6
Other	1
Number of Phase II Agencies Reporting	6

a. Some agencies reported more than one reason for placement.

These same placing agencies reported their most frequently used type of out-of-state placement setting. Table 38-10 shows that four responding agencies reported that they most frequently used out-of-state relatives' homes. Single agencies also reported the use of residential treatment/child care facilities and foster homes most often in 1978.

TABLE 38-10. OREGON: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting Juvenile Justice
Residential Treatment/Child Care Facility	1
Psychiatric Hospital	0
Boarding/Military School	0
Foster Home	1
Group Home	0
Relative's Home (Non-Parental)	4
Adoptive Home	0
Other	0
Number of Phase II Agencies Reporting	6

Local Phase II agencies' practices regarding their monitoring of a child's progress and well-being in an out-of-state placement was also sought in this survey. Oregon local Phase II juvenile justice agencies were asked to provide the means and frequency of their monitoring of placements. Table 38-11 illustrates that written progress reports and telephone calls to the residential setting on a quarterly basis were the most frequently mentioned monitoring practices. Single agencies also reported receiving written progress reports on a semiannual or annual basis.

TABLE 38-11. OREGON: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIESa: Juvenile Justice
Written Progress Reports	Quarterly	2
	Semiannually	1
	Annually	1
	Other[b]	0
On-Site Visits	Quarterly	0
	Semiannually	0
	Annually	0
	Other[b]	0
Telephone Calls	Quarterly	2
	Semiannually	0
	Annually	0
	Other[b]	0
Other	Quarterly	1
	Semiannually	0
	Annually	1
	Other[b]	1
Total Number of Phase II Agencies Reporting		6

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Five of the Oregon local Phase II probation agencies reported spending a total of $1,000 for out-of-state placement purposes in 1978.

D. Use of Interstate Compacts by State and Local Agencies

The survey of local agencies in Oregon also determined the extent to which interstate compacts were utilized to arrange out-of-state placements. A review of Table 38-12 indicates that 13 of the 19 agencies which placed children out of state in 1978 reported that at least some of their placements were arranged through an interstate compact. Five probation agencies reported not utilizing a compact in that year.

Five of the seven Phase II agencies reported arranging out-of-state placements with the use of the Interstate Compact on Juveniles and one agency also arranged a placement through the Interstate Compact on Mental Health.

TABLE 38-12. OREGON: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	12
• Number Using Compacts	8
• Number Not Using Compacts	4
• Number with Compact Use Unknown	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	7
• Number Using Compacts	5
Interstate Compact on the Placement of Children	
Yes	0
No	6
Don't Know	1
Interstate Compact on Juveniles	
Yes	5
No	1
Don't Know	1
Interstate Compact on Mental Health	
Yes	1
No	5
Don't Know	1
• Number Not Using Compacts	1
• Number with Compact Use Unknown	1
TOTALS	
Number of AGENCIES Placing Children Out of State	19
Number of AGENCIES Using Compacts	13
Number of AGENCIES Not Using Compacts	5
Number of AGENCIES with Compact Use Unknown	1

Further knowledge concerning the utilization of interstate compacts is acquired through consideration of the information given in Table 38-13. This tab'e indicates the number of children who were or were not placed out of state with a compact. An examination of the overall trend shows that a total of at least 30 children were placed in out-of-state residential care in 1978 without the use of a compact. A minimum of 48 children were sent out of Oregon with the use of an interstate compact, 40 of them being placed by Phase II agencies. These Phase II probation agencies reported utilizing the Interstate Compact on Juveniles for 39 placements, while one child was processed by the Interstate Compact on Mental Health.

TABLE 38-13. OREGON: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

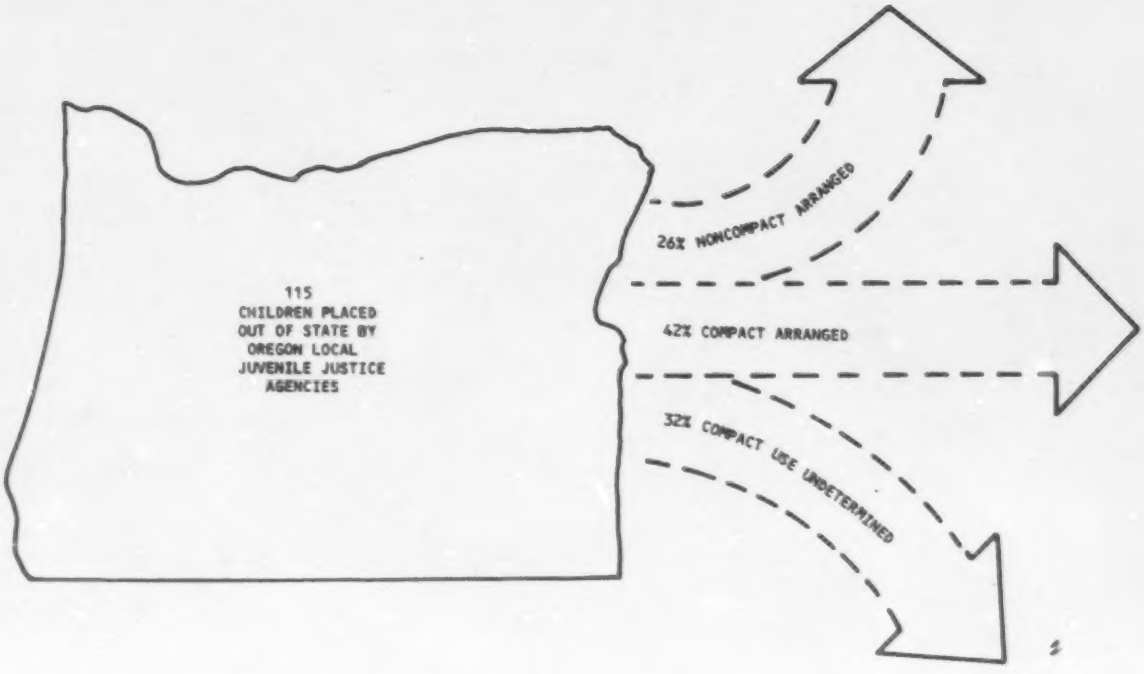
Children Placed Out of State	Number of CHILDREN Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	29
• Number Placed with Compact Use	8
• Number Placed without Compact Use	9
• Number Placed with Compact Use Unknown[a]	12
CHILDREN PLACED BY PHASE II AGENCIES	86
• Number Placed with Compact Use[b]	40
Number through Interstate Compact on the Placement of Children	0
Number through Interstate Compact on Juveniles	39
Number through Interstate Compact on Mental Health	1
• Number Placed without Compact Use	21
• Number Placed with Compact Use Unknown	25
TOTALS	
Number of CHILDREN Placed Out of State	115
Number of CHILDREN Placed with Compact Use	48
Number of CHILDREN Placed without Compact Use	30
Number of CHILDREN Placed with Compact Use Unknown	37

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

Graphic representation of the information gathered about interstate compact utilization for children placed out of state in 1978 by local juvenile justice agencies is illustrated in Figure 38-4. This figure shows that of the 115 children reported placed out of state by these local Oregon agencies, 26 percent were non-compact arranged placements, 42 percent were compact arranged and for 32 percent of the placements compact use was undetermined.

FIGURE 38-4. OREGON: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978



The Oregon state agency responsible for the administration of both the Interstate Comapct on the Placement of Children and the Interstate Compact on Juveniles was only able to report compact utilization of the ICPC in 1978. This agency, the public child welfare agency in Oregon, reported that 99 children were placed out of state with the use of this compact in the reporting year. State and local agencies' use of the ICJ could not be reported for that year.

E. The Out-of-State Placement Practices of State Agencies

Table 38-14 helps to illustrate the ability of the state agencies to report the type and extent of their involvement in out-of-state placements. It should be recalled from the earlier discussion of Table 38-2 that the DHR's Children's Services Division was contacted for information about two service areas because both the (ICPC) and the (ICJ) are administered in that office. This DHR office is represented by the child welfare/juvenile justice designation in the following tables.

Despite the dual compact administration responsibilities in this division, complete information was only available for the ICPC-arranged placements, which involved 99 children in 1978. There is some question as to the locally arranged description given to these placements since there are no child welfare agencies operated by local governments in Oregon. Either local probation agencies, courts, or branch offices of DHR may have been the agencies to which this designation refers.

Also of interest is the other state agencies' noninvolvement in out-of-state placements. Consistent with what was stated in section III, the Department of Education does not place out of state. The Mental Health Division of DHR reported that it does not place any children out of state, referring all placements to the Children's Service Division within the same department.

TABLE 38-14. OREGON: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies		
	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
State Arranged and Funded	0	0	0
Locally Arranged but State Funded	99	0	--
Court Ordered, but State Arranged and Funded	*	0	0
Subtotal: Placements Involving State Funding	*	0	0
Locally Arranged and Funded, and Reported to State	*	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0
Other	0	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	99	0	0

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Destinations of the 99 children placed through the ICPC in 1978 were not reported by the DHR's Children's Services Division. When asked to describe the conditions or statuses of the children placed out of Oregon in that year, the division reported all categories found in Table 38-15 to describe them. This indicates the probability that a number of children were provided services by the DHR division which were not included in the 99 reported placements. The status of juvenile delinquent indicates that some additional placements were likely arranged through the Interstate Compact on Juveniles. Finally, the Division reported that it most frequently sent children to live with relatives in other states in 1978 and provided $19,176 for the placement of children out of state in that year.

TABLE 38-15. OREGON: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]
	Child Welfare/Juvenile Justice
Physically Handicapped	X
Mentally Handicapped	X
Developmentally Disabled	X
Unruly/Disruptive	X
Truants	X
Juvenile Delinquents	X
Emotionally Disturbed	X
Pregnant	X
Drug/Alcohol Problems	X
Battered, Abandoned, or Neglected	X
Adopted Children	X
Foster Children	X
Other	0

a. X indicates conditions reported.

F. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 38-16 offers the incidence of out-of-state placements reported by Oregon public agencies and the number of children placed out of state of which the state agencies had knowledge. Again, as discussed in Table 38-14, the DHR's Children's Services Division was only able to provide information on placements made with the use of the Interstate Compact on the Placement of Children. These 99 children, therefore, make up only a portion of the placements involving this state child welfare and juvenile justice agency. It was not determined how many of the 115 local juvenile justice placements were known to this state agency.

Both the state education and the mental health and mental retardation agencies reported no out-of-state placement activity in 1978. The education agency's report was confirmed in the local survey of school districts.

TABLE 38-16. OREGON: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/ Juvenile Justice	Education	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*[a]	0	0
Total Number of Placements Known to State Agencies	99[b]	0	0
Percentage of Placements Known to State Agencies	*	100	100

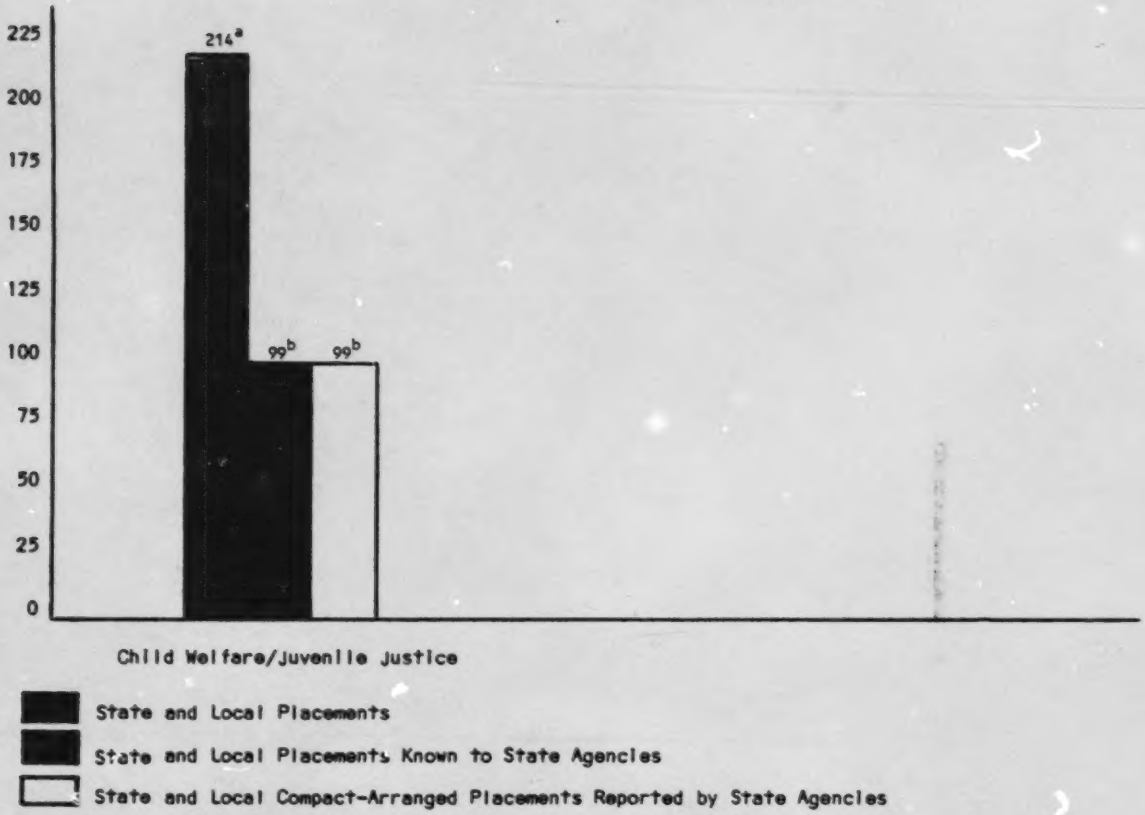
* denotes Not Available.

a. The local juvenile justice agencies reported arranging 115 out-of-state placements in 1978. The state agency reported 99 children had been placed out of state which were state funded, but could not report the juvenile justice placements arranged by the state agency.

b. Includes only the out-of-state placements arranged through the Interstate Compact on the Placement of Children.

Finally, Figure 38-5 illustrates the state child welfare and juvenile justice agencies' knowledge of out-of-state placement activity and its ability to report interstate compact utilization by the state agency and local juvenile justice agencies.

FIGURE 38-5. OREGON: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



a. The local juvenile justice agencies reported arranging 115 out-of-state placements in 1978. The state child welfare and juvenile justice agency was only able to report 99 placements arranged through the Interstate Compact on the Placement of Children.

b. The state agency reported 99 children to be placed out of state through the Interstate Compact on the Placement of Children which were state funded but could not report the juvenile justice placements arranged by the state or local agencies, or the placements processed by the Interstate Compact on Juveniles.

V. CONCLUDING REMARKS

A review of the information obtained from Oregon state and local agencies about their involvement in out-of-state placement brings forward several factors of interest. The contrasting ability of the Children's Services Division to report the placements arranged through ICPC and the ICJ was extremely important, considering that the Children's Services Division is the major point of departure for most children crossing state lines for publicly sponsored out-of-home care. A few other conclusions about the survey findings in Oregon follow.

- The majority of children sent out of state for whom destinations were available were sent to states in the geographic region of Oregon.

- Local courts hearing juvenile matters reported an infrequent use of interstate compacts for the placement or transfer of probation supervision of a child.

- A wide range of children are placed out of state by the Children's Services Division, particularly to the homes of relatives other than parents.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Oregon in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN UTAH

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly R. Elwood Pace, Pupil Services Coordinator, Department of Public Instruction; William Ward, Assistant Director, Division of Family Services, Department of Social Services; John McNamara, Administrator, State Juvenile Court; and Marilyn Park, Chief of Forensic and Aftercare Services, Division of Mental Health, Department of Social Services.

II. METHODOLOGY

Information was systematically gathered about Utah from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Utah appears below in Table 45-1.

TABLE 45-1. UTAH: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare/ Mental Retardation	Education	Juvenile Justice	Mental Health
State Agencies	Telephone Interview	Telephone Interview	Telephone Interview	Telephone Interview
	Mailed Survey: DSS officials	Mailed Survey: DPI officials	Mailed Survey: SJC officials	Mailed Survey: DSS officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: All 40 local school districts	Not Applicable (State Offices)	Telephone Survey: All 18 local mental health centers

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Utah has the 12th largest land area (82,096 square miles) and is the 36th most populated state (1,202,672) in the United States. Its capital, Salt Lake City, is the most populated city with nearly 170,000 people. Utah has 18 cities with populations over 10,000, with four of these cities with populations between 25,000 and 70,000: Bountiful, Ogden, Orem, and Provo. It has 29 counties. The estimated 1978 population of persons eight to 17 years old was 234,574.

There are two Standard Metropolitan Statistical Areas (SMSAs) in Utah. The Salt Lake City-Ogden SMSA borders on eastern Nevada. Other states contiguous to Utah are Arizona, Colorado, Idaho, New Mexico, and Wyoming.

The state ranks 26th nationally in total state and local per capita expenditures, fourth in per capita expenditures for education, and 39th in per capita expenditures for public welfare.[1]

B. Child Welfare

Child Welfare in Utah is the responsibility of the Division of Family Services (DFS), Department of Social Services (DSS). The DFS is responsible for adoption, day care, foster care, and protective services; status offenders; and youth corrections and aftercare services. All child welfare services in Utah are supervised and administered by the state. In rural parts of the state, the delivery of these services has been integrated into the Deparment of Social Services' district offices.

All out-of-state placements are coordinated at the state level through the Interstate Compact on the Placement of Children (ICPC). Utah has been a member of the compact since 1975.

C. Education

Utah's Department of Public Instruction (DPI) has the major responsibility for its educational system. Within DPI is the Division of Special Education, which is directly involved with the placement of children in other states. Utah's 40 local school districts provide special education services in addition to the normal curriculum for grades K-12.

Utah's 40 local school districts do place children out of state with and without the state's financial assistance. Consequently, local school districts do not necessarily report all out-of-state placements to the DPI, especially if state funds are not involved.

D. Juvenile Justice

Primary responsibility for juvenile justice in Utah lies with the State Juvenile Court (SJC). The court is a unified, statewide court having jurisdiction over juvenile law violators and dependency, neglect and child abuse cases. The state system is served by five districts, and a Board of Juvenile Court Judges has overall responsibility for the court's operation. Probation services, both intake and supervision, are attached to the State Juvenile Court. The Department of Social Services has responsibility for Utah's one juvenile correctional facility. Parole, aftercare services, and community alternative programs are also the responsibility of the Department of Social Services. Juvenile detention facilities are the joint responsibility of local counties and the state. The Interstate Compact on Juveniles (ICJ) is administered by the State Juvenile Court. Utah has been a member of the compact since 1955.

E. Mental Health

Mental health programs in Utah are administered through the Division of Mental Health (DMH), Department of Social Services. The DMH supervises the financing and local management of Utah's 18 community mental health centers and operates a children's unit in the Utah State Hospital. Local mental health expenditures are supervised by the county commissioners. According to Utah State Law 24-17-1.2, the DMH is responsible for assisting and consulting with local mental health authorities and with local mental health advisory councils in the establishment of community mental health programs, which may include prevention, rehabilitation, case-finding, diagnosis and treatment of the mentally ill, and consultation and education for groups and individuals regarding mental health.

Local mental health centers can and do place children out of state. Utah is not a member of the Interstate Compact on Mental Health (ICMH) and placements are not regularly reported to the state division.

F. Mental Retardation

The Division of Family Services (DFS) within the Department of Social Services is responsible for providing mental retardation services in Utah. The DFS is responsible for providing specialized casework services to mentally retarded children requiring out-of-home care.

It is reported that very few placements are being made out of state, with the exception of placements with relatives moving to another state. Those placements which occur were reported to be made in accordance with the provisions of the Interstate Compact on the Placement of Children (ICPC).

IV. Findings From a Survey of Out-of-State Placement Practices in 1978

The results of the survey of Utah public agencies are presented in this section in summary tables and are accompanied by some interpretive remarks.

A. The Number of Children Placed in Out-of-State Residential Settings

A summary of out-of-state placement activities by state and local agencies is provided in Table 45-2 to lend some perspective to the more specific survey results which follow. Table 45-2 establishes the size of the group of children placed out of Utah in 1978. Local mental health agencies placed out of state the largest number of children that were identified in the survey. The DSS' Division of Family Services, providing child welfare services and services for mentally retarded children, and the State Juvenile Court reported some involvement in out-of-state placements. Table 45-2 shows that sending children to other states for residential care was both a state and local phenomenon in Utah in 1978.

TABLE 45-2. UTAH: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare/ Mental Retardation	Education	Juvenile Justice	Mental Health	Total
State Agency Placements[a]	28	0	15	0	43
Local Agency Placements	--	5	--	58	63
Total	28	5	15	58	106

-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 45-15 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 45-3 further focuses upon the placement practices of local agencies by giving 1978 out-of-state placement incidence rates and the juvenile population of each county. It is important to bear in mind tht the jurisdictions of school districts and two mental health agencies (both within Salt Lake County) contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reorts in the table are the aggregated reports of all school districts or mental health agency within them. This table indicates that state placements were arranged by agencies in a relatively small percentage of Utah's 29 counties. These counties are located in the northern half of Utah and include both SMSAs. However, Duchesne County's local mental health center placed the largest number of children out of state in the reporting year, although this county has a relatively small juvenile population compared to the SMSA counties. Utah counties in the southern-most portion of the state (Washington, San Juan, and Garfield) also reported placement activity.

TABLE 45-3. UTAH: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Mental Health
Beaver	687	0	0
Box Elder	6,476	2	--
Cache	8,274	0	--
Carbon	3,144	0	--
Daggett	155	0	--
Davis	26,069	1	0
Duchesne	2,810	0	30 est
Emery	1,468	0	--
Garfield	661	0	1
Grand	1,387	0	--

TABLE 45-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Mental Health
Iron	2,431	0	0
Juab	892	0	--
Kane	714	0	0
Millard	1,610	2	--
Morgan	990	0	--
Piute	240	0	--
Rich	333	0	--
Salt Lake	99,281	0	2 est
San Juan	3,065	0	5
Sanpete	2,033	0	--
Sevier	2,086	0	--
Summit	1,448	0	--
Tooele	4,885	0	0
Uintah	3,831	0	--
Utah	30,034	0	--
Wasatch	1,289	0	--
Washington	3,390	0	8 est
Wayne	308	0	--
Weber	24,583	0	--
Multicounty Jurisdictions			
Weber, Morgan		--	0
Juab, Summit, Utah, Wasatch		--	0
Salt Lake, Utah, Tooele		--	10 est
Box Elder, Cache, Rich		--	2 est
Carbon, Emery, Grand, San Juan		--	0
Uintah, Daggett		--	0
Piute, Sevier, Wayne, Millard, Sanpete		--	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		5	58 est
Total Number of Local Agencies Reporting		40	18

-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of Utah local agencies in out-of-state placement is summarized in Tabl, 45-4. Of particular interest is the excellent response rate the study received among these agencies. All agencies contacted participated in the survey and were able to report their involvement in out-of-state placement in 1978. Less than eight percent of the local school districts reported some involvement in out-of-state placements, compared to 39 percent of the local mental health agencies.

TABLE 45-4. UTAH: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type	
	Education	Mental Health
Agencies Which Reported Out-of-State Placements	3	7
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	0
Agencies Which Did Not Place Out of State	37	11
Agencies Which Did Not Participate in the Survey	0	0
Total Local Agencies	40	18

All local agencies that did not place children out of state were asked to report why such placements did not occur. The majority of agencies of both agency types said they did not place children out of state because sufficient services were available in Utah. This finding is an interesting comparison to the placing mental health agencies responses reported in Table 45-9, where the majority of reasons for placing children out of Utah were also related to the state's service resources, but referring to their nonavailability. Local agencies which did not place children out of Utah also reported that they lacked funds and statutory authority. In addition, seven education and eight local mental health agencies reported "other" reasons, including parental disapproval of such placements and agency policy being against the placement of a child out of state.

TABLE 45-5. UTAH: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)	
	Education	Mental Health
Lacked Statutory Authority	1	2
Restricted	0	0
Lacked Funds	4	3
Sufficient Services Available in State	34	10
Other[b]	7	8
Number of Agencies Reporting No Out-of-State Placements	37	11
Total Number of Agencies Represented in Survey	40	18

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-o'-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Public agencies often work together in decisionmaking about the arrangement of out-of-state placements. The degree to which there was interagency cooperation in the placement of children out of Utah by local agencies appears in Table 45-6. Local school districts reported a low level of interagency cooperation in 1978 for this purpose, with only one of the five children's placements being arranged with the participation of some other public agency. Local mental health agencies reported involving other agencies in the placement process to a greater extent, with about 86 percent of the placing agencies reporting interagency cooperation for 76 percent of the placements they made.

TABLE 45-6. UTAH: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Mental Health	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	3	8	7	39
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	1	33	6	86
Number of CHILDREN Placed Out of State	5	100	58	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	1	20	44	76

a. See Table 45-4.

All local agencies placing children out of Utah in 1978 were asked to respond to a list of conditions and statuses to describe the children they placed. Table 43-7 enumerates the number of agencies that indicated they placed a child having one or more of the characteristics offered for description. Local school districts responding to this question described the children they placed as truants or unruly/disruptive, as having special education needs, as being mentally or physically handicapped, and as having drug or alcohol problems.

Mental health agencies placed children out of Utah having every characteristic that was available for description. Nearly all of the placing agencies responded that they had placed mentally ill or emotionally disturbed children, and unruly/disruptive children. About the same proportion of mental health agencies reported that they placed children who had drug or alcohol problems. From the wide variety of characteristics describing children placed by mental health agencies, it could be presumed that these agencies are broadly involved in delivering services to Utah children.

TABLE 45-7. UTAH: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Mental Health
Physically Handicapped	1	1
Mentally Retarded or Developmentally Disabled	0	1
Unruly/Disruptive	1	5
Truant	2	3
Juvenile Delinquent	0	3
Mentally Ill/Emotionally Disturbed	1	6
Pregnant	0	2

TABLE 45-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Mental Health
Drug/Alcohol Problems	1	4
Battered, Abandoned, or Neglected	0	3
Adopted	0	3
Special Education Needs	2	3
Multiple Handicaps	0	2
Other	0	0
Number of Agencies Reporting	3	7

a. Some agencies reported more than one type of condition.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Utah's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local mental health agencies which reported arranging five or more out-of-state placements in 1978. None of the local education agencies met this criteria.

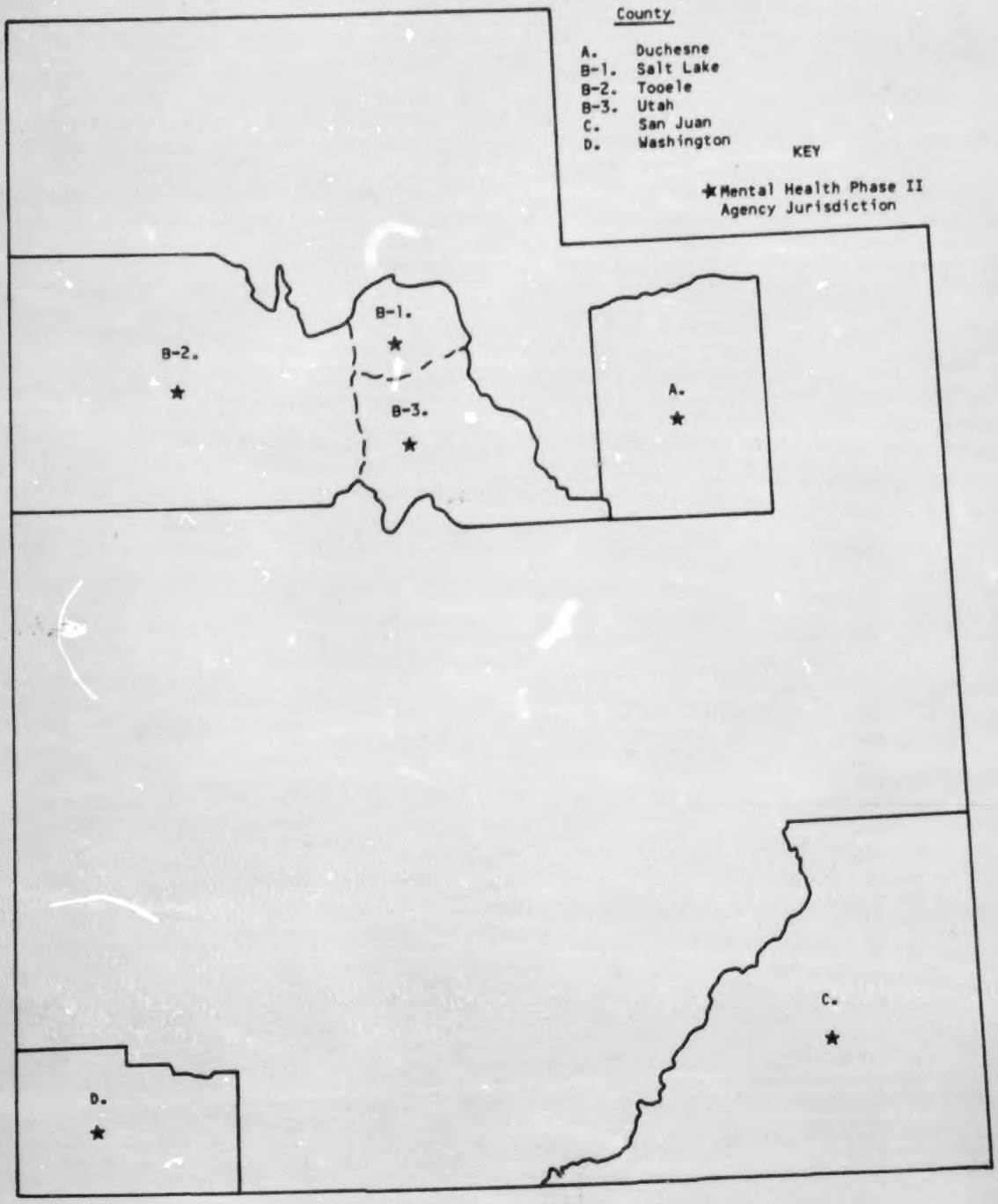
The relationship between the number of local Utah mental health agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 45-1. Over one-half of the placing mental health agencies were in the Phase II category, reporting involvement in 91 percent of the out-of-state placements made in 1978 by local mental health agencies. Clearly, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by Utah's local mental health agencies in 1978.

FIGURE 45-1. UTAH: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Mental Health
Number of AGENCIES	18
Number of AGENCIES Reporting Out-of-State Placements in 1978	7
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	4
Number of CHILDREN Placed Out of State in 1978	58
Number of CHILDREN Placed by Phase II Agencies	53
Percentage of Reported Placements in Phase II	91

The six Utah counties served by Phase II mental health agencies are illustrated in Figure 45-2. The one agency having a multicounty jurisdiction (Salt Lake, Utah, and Toole Counties) serves an area within Utah's two SMSAs. Adjacent is a fourth county served by a Phase II mental health agency, Duchesne. The southern-most Phase II counties of San Juan and Washington, each bordering two other states, are also indicated in Figure 45-2.

FIGURE 45-2. UTAH: COUNTY LOCATION OF LOCAL PHASE II AGENCIES



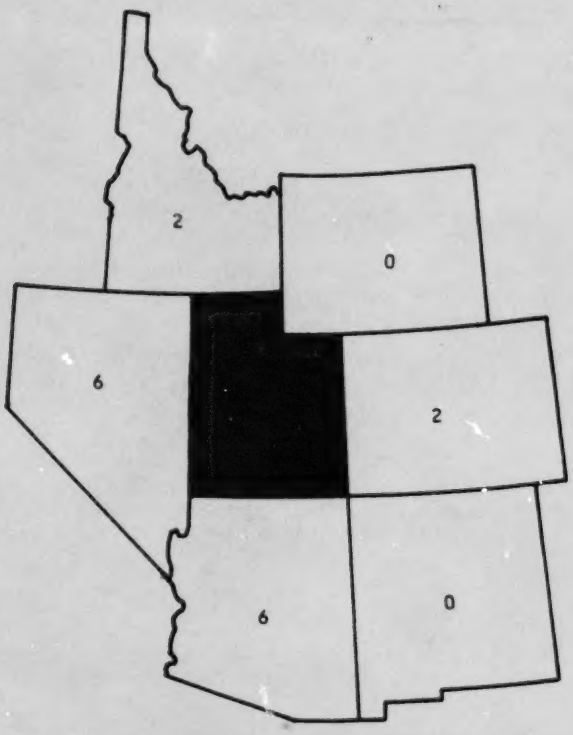
Local Utah Phase II agencies were asked for the destinations to which these children were sent. The local Phase II mental health agencies responding to this question were able to report upon 79 percent of the children they placed in that year, and their responses are displayed in Table 45-8. California was by far the receiver of the largest number of children from these agencies, with 16 children or 38 percent of the placements for which destinations were reported. Arizona and Nevada, border states to Utah, received six children each into residential settings in 1978. The remaining placements for which destination information was available were dispersed among states primarily in the same geographic region that Utah is located, in addition to states at further distances, including the District of Columbia, Wisconsin, and Georgia.

TABLE 45-8. UTAH: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed
	Mental Health
Arizona	6
California	16
Colorado	2
District of Columbia	4
Georgia	1
Idaho	2
Nevada	6
Oregon	3
Wisconsin	2
Placements for Which Destinations Could Not be Reported by Phase II Agencies	11
Total Number of Phase II Agencies	4
Total Number of Children Placed by Phase II Agencies	53

Figure 45-3 continues to focus on the destinations of children placed out of Utah by local Phase II agencies. It illustrates the number of children who went to states contiguous to Utah. Approximately 38 percent of the local mental health placements for which destinations were reported went to contiguous states.

FIGURE 45-3. UTAH: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO UTAH BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II mental health agencies reported destinations for 42 children.

Local Phase II agencies were also asked to provide the reasons why such placements were made. Table 45-9 gives these agencies' responses. All reasons for placement were mentioned with varying frequency by the local Phase II mental health agencies. Three of the four responding agencies gave the explanation that they placed children out of Utah because the state lacked comparable services to the receiving state. Three responses were also given to the statement that an out-of-state placement was made in order for a child to live with a relative. Several other responses were given to reasons involving the children's inability to adapt to programs within the state, to the sending agency's previous success with an out-of-state facility, and to the acknowledgment of an out-of-state facility being closer to a child's home than one within Utah. Finally, single agencies stated that it was standard procedure to place certain children out of Utah and that a placement was made as an alternative to public institutionalization of a child in Utah.

TABLE 45-9. UTAH: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting: Mental Health
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	2
Previous Success with Receiving Facility	2
Sending State Lacked Comparable Services	3
Standard Procedure to Place Certain Children Out of State	1
Children Failed to Adapt to In-State Facilities	2
Alternative to In-State Public Institutionalization	1
To Live with Relatives (Non-Parental)	3
Other	3
Number of Phase II Agencies Reporting	4

a. Some agencies reported more than one reason for placement.

Phase II agencies were also asked to report the type of setting to which children were most frequently sent. Table 45-10 presents the responses of the local Phase II mental health agencies. Two agencies said that they sent children most often to residential treatment or child care facilities in 1978 and single agencies said foster homes and relatives' homes were most frequently utilized.

TABLE 45-10. UTAH: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting: Mental Health
Residential Treatment/Child Care Facility	2
Psychiatric Hospital	0
Boarding/Military School	0
Foster Home	1
Group Home	0
Relative's Home (Non-Parental)	1
Adoptive Home	0
Other	0
Number of Phase II Agencies Reporting	4

Agencies reporting on the type of receiving setting most frequently used were also asked to report by what method and how often they monitored children's progress in placement. Table 45-11 indicates that responding mental health agencies most frequently collected information on children in out-of-state settings on a semiannual basis. This follow-up was accomplished through the receipt of written progress reports, on-site visits, and telephone calls. Calls were also reported to have been made quarterly or at irregular intervals. Also reported was the amount of public dollars spent on out-of-state placements, which totaled $12,300 expended by the four mental health agencies.

TABLE 45-11. UTAH: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Mental Health
Written Progress Reports	Quarterly	0
	Semiannually	3
	Annually	0
	Other[b]	0
On-Site Visits	Quarterly	0
	Semiannually	1
	Annually	0
	Other[b]	0
Telephone Calls	Quarterly	1
	Semiannually	1
	Annually	0
	Other[b]	2
Other	Quarterly	0
	Semiannually	0
	Annually	1
	Other[b]	1
Total Number of Phase II Agencies Reporting		4

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

D. The Use of Interstate Compacts by State and Local Agencies

The extent to which local public agencies arranged out-of-state placements through interstate compacts in 1978 is of interest, in that compliance with interstate compacts provides certain legal safeguards to children placed across state lines. Initially, the examination of interstate compact utilization among local public agencies focuses upon agency use of the compacts, without analyzing the proportion of placements which were compact arranged. Table 45-12 provides information about the number of local public agencies placing children out of state with the use of interstate compacts in 1978, by agency type. None of the local school districts used a compact. Such a finding is not surprising because placements made to institutions solely educational in purpose are not subject to the provisions of any compact. Similarly, the majority of local mental health agencies did not use a compact in the arrangement of their placements. It is important to note that Utah is not a member of the Interstate Compact on Mental Health (ICMH), but local mental health agencies can be subject to the provisions of the other two compacts relevant to the placement of children of which Utah is a member state. Only two

mental health agencies arranging more than four placements report to have utilized an interstate compact in 1978. Compact use included both the Interstate Compact on the Placement of Children and the Interstate Compact on Juveniles. One agency did not know whether ICJ was utilized.

TABLE 45-12. UTAH: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Mental Health
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	3	3
• Number Using Compacts	0	0
• Number Not Using Compacts	3	3
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	0	4
• Number Using Compacts	--	2
Interstate Compact on the Placement of Children		
Yes	--	1
No	--	3
Don't Know	--	0
Interstate Compact on Juveniles		
Yes	--	1
No	--	2
Don't Know	--	1
Interstate Compact on Mental Health[a]		
Yes	--	--
No	--	--
Don't Know	--	--
• Number Not Using Compacts	--	2
• Number with Compact Use Unknown	--	0
TOTALS		
Number of AGENCIES Placing Children Out of State	3	7
Number of AGENCIES Using Compacts	0	2
Number of AGENCIES Not Using Compacts	3	5
Number of AGENCIES with Compact Use Unknown	0	0

-- denotes Not Applicable.

a. Utah had not enacted the Interstate Compact on Mental Health in 1978.

At this juncture, the examination of interstate compact utilization among local public agencies is shifted to a different focus. Table 45-13 illustrates the number of out-of-state placements which were arranged through an interstate compact. Considering only these out-of-state placements arranged by agencies reporting to have utilized an interstate compact (local school districts are therefore excluded), it was determined that 32 of the mental health placements were processed through a compact, 28 of which went through the ICPC and four of which were arranged throught the ICJ. Overall, more than one-half of the placements arranged by the local mental health agencies were processed through an interstate agreement.

TABLE 45-13. UTAH: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN	
	Education	Mental Health
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	5	5
• Number Placed with Compact Use	0	0
• Number Placed without Compact Use	5	5
• Number Placed with Compact Use Unknown	0	0
CHILDREN PLACED BY PHASE II AGENCIES	0	53
• Number Placed with Compact Use[a]	--	32
Number through Interstate Compact on the Placement of Children	--	28
Number through Interstate Compact on Juveniles	--	4
Number through Interstate Compact on Mental Health[b]	--	--
• Number Placed without Compact Use	--	19
• Number Placed with Compact Use Unknown	--	2
TOTALS		
Number of CHILDREN Placed Out of State	5	58
Number of CHILDREN Placed with Compact Use	0	32
Number of CHILDREN Placed without Compact Use	5	24
Number of CHILDREN Placed with Compact Use Unknown	0	2

-- denotes Not Applicable.

a. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

b. Utah had not enacted the Interstate Compact on Mental Health in 1978.

Figures 45-4 and -5 further illustrate compact utilization in terms of percentages of children placed out of Utah which were processed through an interstate compact office.

FIGURE 45-4. UTAH: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

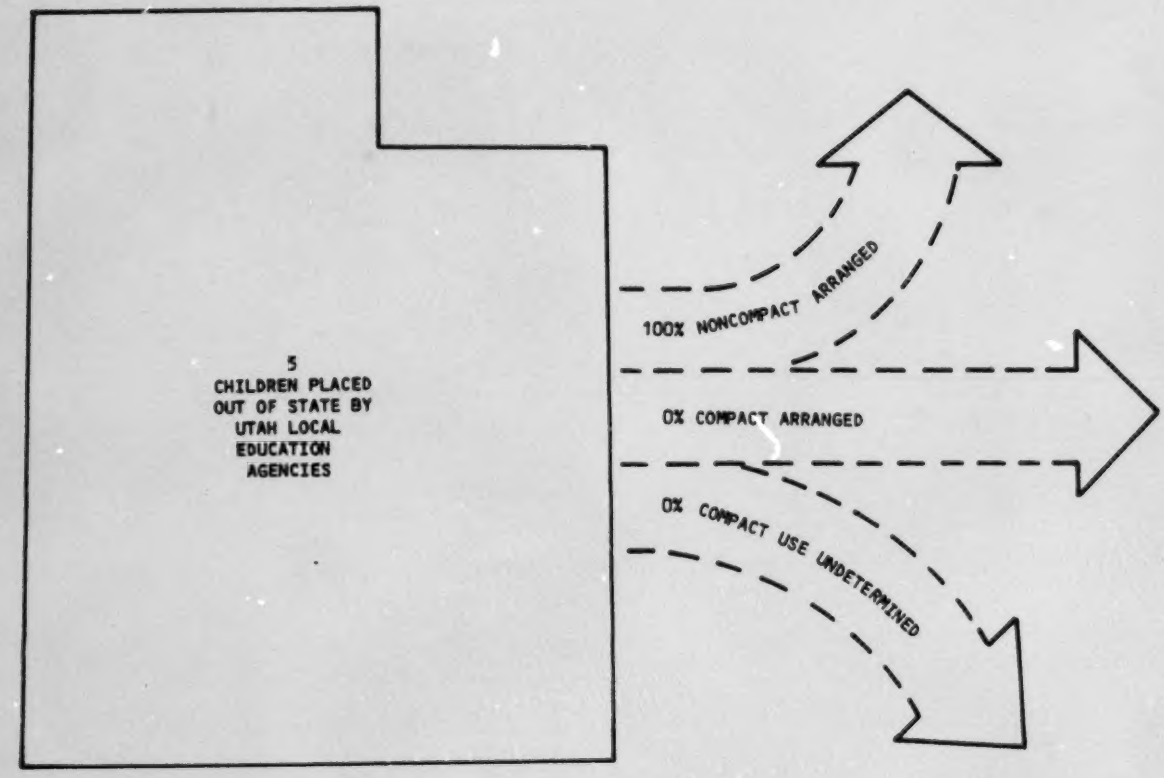
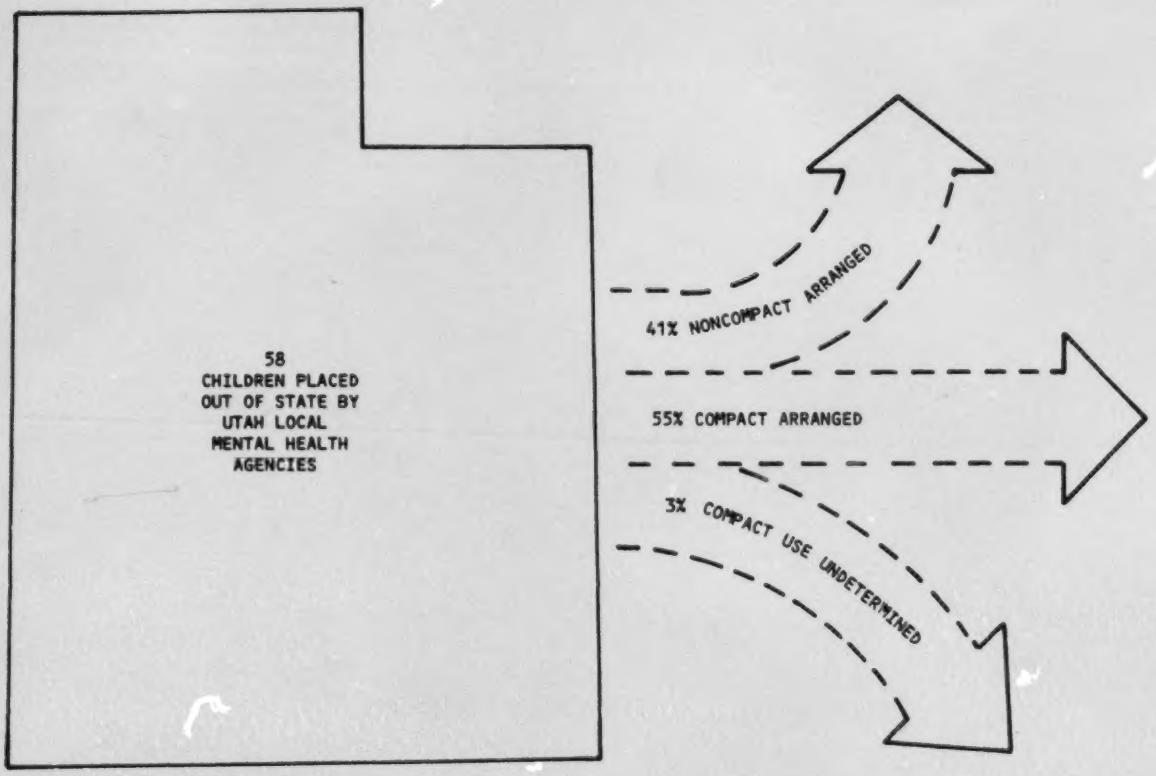


FIGURE 45-5. UTAH: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL MENTAL HEALTH AGENCIES IN 1978



The state agencies in Utah provided information on their knowledge of interstate compact use in 1978, as shown in Table 45-14. This information was not available from the Division of Family Services, Department of Social Services, which is responsible for both child welfare and mental retardation services in Utah. Both the state education and the state mental health agencies reported no compact utilization for out-of-state placements of which they were aware. This latter agency's report conflicts with the local mental health agencies' 55 percent compact use shown in Figure 45-5.

Finally, all 13 children reported to have been sent out of Utah by the state juvenile justice agency were placed with the use of an interstate compact.

TABLE 45-14. UTAH: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare/ Mental Retardation	Education	Juvenile Justice	Mental Health
Total Number of State and Local Agency-Arranged Placements	28	5	15	58
Total Number of Compact-Arranged Placements Reported by State Agencies	*	0	15	0
Percentage of Compact-Arranged Placements	*	0	100	0

* denotes Not Available.

E. The Out-of-State Placement Practices of State Agencies

It was mentioned at the outset of the discussion of survey findings that out-of-state placement was both a local and state phenomenon in Utah. However, as can be seen in Table 45-15, two state agencies, the Department of Public Instruction and the DSS' Division of Mental Health, did not place any children out of state in 1978. Interestingly, while both of these state agencies supervise local public agencies, they reported no 1978 placement activity among their local counterparts. This was not confirmed by the survey of these local agencies, whose placement activity was previously discussed.

The state agency responsible for child welfare and mental retardation services, the DSS' Division of Family Services, reported assisting with 28 placements, although specific involvement was undetermined. The State Juvenile Court reported 15 children placed out of Utah for which no public funding was involved in 1978.

TABLE 45-15. UTAH: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare/ Mental Retardation	Education	Juvenile Justice	Mental Health
State Arranged and Funded	*	0	0	0
Locally Arranged but State Funded	--	0	--	0
Court Ordered, but State Arranged and Funded	*	0	0	0
Subtotal: Placements Involving State Funding	*	0	0	0
Locally Arranged and Funded, and Reported to State	--	0	--	0
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	0
Other	0	0	15	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	28	0	15	0

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Information about the destination of children who were reported by the state agencies to have been placed out of Utah in 1978 was not available from either placing agency. The conditions and statuses of children reported placed out of state by these agencies were reported and follows in Table 45-16. The Division of Family Services reported the out-of-state placement of children having a wide variety of the characteristics which were offered for description. The state juvenile justice agency, in contrast, reported the out-of-state placement of only juvenile delinquents. These children were most frequently sent to relatives' homes in other states by both state agencies.

TABLE 45-16. UTAH: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]	
	Child Welfare/ Mental Retardation	Juvenile Justice
Physically Handicapped	X	0
Mentally Handicapped	X	0
Developmentally Disabled	X	0
Unruly/Disruptive	X	0
Truants	X	0
Juvenile Delinquents	X	X
Emotionally Disturbed	X	0
Pregnant	0	0
Drug/Alcohol Problems	0	0
Battered, Abandoned, or Neglected	X	0
Adopted Children	X	0
Foster Children	X	0
Other	0	0

a. X indicates conditions reported.

Financial information was also sought from state agencies. They were asked to report out-of-state placement expenditures from federal, state, and local funds. This information was not available from the Division of Family Services. The State Juvenile Court reported that no funds were expended for its out-of-state placements made in 1978.

F. State Agencies' Knowledge of Out-of-State Placements

An interesting contrast appears in out-of-state placement information collected from Utah state and local agencies, as shown in Table 45-17. Those state agencies which offer services directly to Utah's youth population were able to report their incidence of out-of-state placement in 1978. However, state agencies with local counterparts, education and mental health, inaccurately reported that no out-of-state placements occurred in the reporting year.

TABLE 45-17. UTAH: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare/ Mental Retardation	Education	Juvenile Justice	Mental Health
Total Number of State and Local Agency Placements	28	5	15	58
Total Number of Placements Known to State Agencies	28	0	15	0
Percentage of Placements Known to State Agencies	100	0	100	0

Figure 45-6 illustrates these state agencies' knowledge of out-of-state placement activity and, equally as important, their knowledge of interstate compact use. It should be noted that the out-of-state placements reported by the local Phase II mental health agencies to have been arranged through a compact were not processed by the Interstate Compact on Mental Health. Instead, as was shown in Table 45-13, 28 children were sent out of Utah with the use of the Interstate Compact on the Placement of Children, administered by the state child welfare/mental retardation agency, and four placements were arranged through the Interstate Compact on Juveniles, administered by the state juvenile justice agency. These state agencies' placement incidence responses did not include local agency involvement in their reported placements, however.

FIGURE 45-6. UTAH: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

* denotes Not Available.

State and Local Placements

State and Local Placements Known to State Agencies

State and Local Compact Arranged Placements Reported by State Agencies

V. CONCLUDING REMARKS

Upon review of the survey findings from Utah state and local public agencies, several conclusions can be made about their out-of-state placement practices. A primary finding is the lack of knowledge within both the state education agency and the state mental health agency about their local agency counterparts' involvement in out-of-state placement. The supervisory role played by these state agencies apparently does not include reporting procedures for such placements. A few other trends emerge from the survey findings which deserve mention.

- The children placed out of Utah in 1978 by local mental health agencies experienced a wide variety of conditions and statuses, not only mental illness or emotional disturbance. Over 55 percent of these children were placed with the use of an interstate compact, 28 of them through the Interstate Compact on the Placement of Children. The ICPC does not provide for placements to private psychiatric hospitals, therefore supporting the notion that more than mental health services were sought for these children outside of Utah.

- There appears to be some conflict as to the availability of services for children in Utah. Mental health agencies reporting their reasons for out-of-state placement stated that Utah lacked comparable services to those in the receiving state, children failed to adapt to in-state programs, and placement was arranged to avoid public institutionalization. However, 92 percent of nonplacing local agencies reported they found it unnecessary to place children out of Utah because there were sufficient services within the state.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Utah in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN WASHINGTON

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly Dale Moberg, Supervisor, Special and Institutional Education Section, Division of Special Services, Department of Public Instruction; Dan Gadman, Interstate Compact Program Manager, Office of Family, Children, and Adult Services, Department of Social and Health Services; Margaret M. Feist, Compact Administrator, Division of Juvenile Rehabilitation, Department of Social and Health Services; Pauline Tolstad, Compact Administrator, Division of Developmental Disabilities, Department of Social and Health Services; Chip Barker, Director of Consultation and Education, Pacific County Mental Health Services; and Edward Kenealy, Program Administrator, Children and Adolescent Services, Division of Mental Health, Department of Social and Health Services.

II. METHODOLOGY

Information was systematically gathered about Washington from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the out-of-state placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placement practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Washington appears below in Table 48-1.

TABLE 48-1. WASHINGTON: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Agencies	Telephone interview	Telephone interview	Telephone interview	Telephone interview	Telephone interview
	Mailed Survey: DSHS officials	Mailed Survey: DPI officials	Mailed Survey: DSHS officials	Mailed Survey: DSHS officials	Mailed Survey: DSHS officials
Local Agencies	Not Applicable (State Offices)	Telephone Survey: 10 percent sample of all 301 school districts to verify state information[a]	Telephone Survey: All 32 local probation offices	Telephone Survey: All 13 local mental health centers	Not Applicable (State Offices)

a. Information attributed in this profile to the state's school districts was gathered from the state education agency and the ten percent sample.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Washington has the 20th largest land area (66,570 square miles) and is the 22nd most populated state (3,553,231) in the United States. It has 37 cities with populations over 10,000 and ten cities with populations over 30,000. Seattle is the most populated city in the state, with approximately 500,000 people. Olympia, the capital, is the 12th most populated city in the state with a population of almost 27,000. Washington has 39 counties. The estimated 1978 population of persons eight to 17 years old was 621,233.

Washington has seven Standard Metropolitan Statistical Areas (SMSAs). One of the SMSAs includes a portion of a contiguous state, Oregon. The only other contiguous state is Idaho, and another border is shared with Canada.

Washington is ranked 15th nationally in total state and local per capita expenditures, 12th in per capita expenditures for education, and 19th in per capita expenditures for public welfare.[1]

B. Child Welfare

The Department of Social and Health Services (DSHS) is a state umbrella agency in Washington administering child welfare, corrections, mental health, and mental retardation services. The Division of Community Program Development in DSHS is the lead agency for providing child welfare services. Programs include protective services, adoption, family and group foster care, and day care services. The division operates a system of local offices to provide services through the state, which are supervised by six regional offices.

All out-of-state placements are reported to be made through the Interstate Compact on the Placement of Children (ICPC). Washington has been a member of the compact since 1974.

C. Education

The Department of Public Instruction (DPI) administers educational programs for the State of Washington, including those for handicapped children. The 301 local school districts provide these services in addition to the normal curriculum for grades K-12. All out-of-state placements made by school districts are funded totally with state funds and must be approved by the State Board of Education. DPI personnel report that the 301 local school districts cannot place children out of state without reporting the information to their agency.

D. Juvenile Justice

County superior courts have jurisdiction over dependent, neglected, and delinquent children in Washington. Adjudicated delinquents are either committed to the Division of Juvenile Rehabilitation (DJR) in the Department of Social and Health Services or are placed on court probation and classified as juvenile offenders. Under a 1977 state law, courts were prohibited from committing status offenders to the DJR for institutionalization and from placing them on probation as juvenile offenders. Status offenders are now served by local offices of the DSHS.

Parole and aftercare services are provided by the DJR. There are six regional parole offices within the state. Juvenile probation services are provided at the local level by the county superior courts. These locally operated juvenile probation offices service multicounty areas. Washington's local juvenile court system can place children independently of the state.

The DJR is responsible for administering the Interstate Compact on Juveniles (ICJ). Washington has been a member of the compact since 1955. According to state sources, the department does not provide funding for placing children in other states and makes no placements other than those under the compact. However, Washington's county-operated juvenile court system can place children independently of the state office.

E. Mental Health and Mental Retardation

Mental retardation services in Washington are administered through the Division of Developmental Disabilities within the Department of Social and Health Services from the central office and its six regional offices.

Community mental health services and state hospital programs are supported by the Division of Mental Health of DSHS. There are 33 mental health delivery organizations in Washington serving its 39 counties because of the presence of some multicounty service areas. A majority of the mental health delivery organizations deliver community services by subsidizing private agencies. It has been reported that 13 counties have their own mental health programs.

Funding for mental health is predominantly a state function, with county funds and client fees making up the balance. The state issues grants-in-aid to the counties through the county commissioners who decide whether to contract with private agencies or deliver services directly.

The State of Washington is also a member of the Interstate Compact on Mental Health and has been a member of the compact since 1965.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

This section of the Washington profile presents the results of the survey of state and local agencies in summary tables, and gives some descriptive remarks about the information that they offer. The information has been organized in such a way that it addresses the issues and concerns that were raised in Chapter I with regard to the placement of children out of their state of residence.

A. The Number of Children Placed in Out-of-State Residential Settings

The presentation of survey findings begins with a summary of all out-of-state placement activity that was discovered among state and local agencies in Washington. This summary, contained in Table 48-2, is offered at this point to provide some indication about the number of children to which the subsequent policy and practices information refer.

Table 48-2 indicates that the majority of out-of-state placements made by Washington public agencies came from the state child welfare agency. Placement by this agency accounted for almost 60 percent of those reflected in Table 48-2. Out-of-state placements were reported in varying degrees by the remaining public agencies. The local probation offices reported the next highest number of out-of-state placements, 94 children, and the state mental retardation agency and the local school districts reporting very few placements, with only two and and one children, respectively, leaving Washington in 1978. The state education and mental health agencies and the local mental health agencies reported no out-of-state placement activity in that year.

TABLE 48-2. WASHINGTON: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type					
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation	Total
State Agency Placements[a]	183	0	26	0	2	211
Local Agency Placements	--	1	94	0	--	95
Total	183	1	120	0	2	306

-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 48-15 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 48-3 further defines out-of-state placement activity among local Washington agencies by presenting incidence figures for every agency and the county it serves. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them. The only placement initiated in 1978 by a local education agency was made by a school district in Pierce County, also the Tacoma SMSA. No placements were reported by the juvenile probation offices serving that county; however, surrounding counties' juvenile justice agencies did report sending children out of state in that year. Thurston County, in particular, had the highest incidence report of placements made by a local probation office. Twenty-five children were estimated to have been sent outside of Washington in 1978 for care or treatment from this county, which is not part of an SMSA. Six of the eight Washington counties which are located in SMSAs did report juvenile justice placements: Benton, Clark, Franklin, King, Spokane, and Yakima. In contrast, only 17 percent of the reported juvenile justice placements were made by agencies serving counties with juvenile populations under 5,000. Also of interest is that 40 children, or 43 percent of the total, were placed out of Washington by agencies in six counties bordering another state or Canada.

TABLE 48-3. WASHINGTON: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Adams	2,637	0	0
Asotin	2,662	0	--
Benton	15,614	0	--
Chelan	6,725	0	0
Clallam	6,879	0	--
Clark	29,321	0	12
Columbia	685	0	--
Cowlitz	13,356	0	0
Douglas	3,460	0	1
Ferry	829	0	--
Franklin	5,199	0	--
Garfield	482	0	--
Grant	8,830	0	0
Grays Harbor	11,048	0	2
Island	5,496	0	0
Jefferson	1,821	0	--
King	193,695	0	4 est
Kitsap	19,257	0	0
Kittitas	3,462	0	5 est
Klickitat	2,519	0	6
Lewis	8,708	0	0
Lincoln	1,611	0	0
Mason	3,806	0	0
Okanogan	5,202	0	--
Pacific	2,463	0	--
Pend Oreille	1,310	0	--
Pierce	72,775	1	0
San Juan	775	0	2 est
Skagit	8,778	0	5
Skamania	1,157	0	0
Snohomish	51,019	0	*
Spokane	52,222	0	8
Stevens	4,535	0	--
Thurston	16,861	0	25 est
Wahkiakum	684	0	--
Walla Walla	6,433	0	--
Whatcom	15,114	0	4
Whitman	4,572	0	0
Yakima	29,231	0	5 est
Multicounty Jurisdictions			
Clallam, Jefferson		--	5 est
Columbia, Walla Walla		--	0
Franklin, Benton		--	8 est
Ferry, Okanogan		--	0
Garfield, Asotin		--	0

TABLE 48-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978	
		Education	Juvenile Justice
Multicounty Jurisdictions (Continued)			
Stevens, Pend Oreille		--	0
Pacific, Wahkiakum		--	2 est
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		1	94 est
Total Number of Local Agencies Reporting		301	32

* denotes Not Available.
-- denotes Not Applicable.

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

This section on the results of the survey of agencies under local government begins with a description of the extent of involvement of local agencies in out-of-state placements. Table 48-4 indicates that the study received an excellent response rate among local agencies in Washington. All agencies contacted participated in the survey and only one local probation office could not report on its placement activity in 1978.

Only one local school district contacted reported placing children into other states for care and treatment. The local probation offices were involved in out-of-state placements to a greater extent, with almost one-half of the agencies reporting children placed out of Washington. In contrast, none of the mental health agencies placed any children outside Washington in 1978.

TABLE 48-4. WASHINGTON: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Education	Juvenile Justice	Mental Health
Agencies Which Reported Out-of-State Placements	1	15	0
Agencies Which Did Not Know if They Placed, or Placed but Could Not Report the Number of Children	0	1	0
Agencies Which Did Not Place Out of State	300	16	13
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	301	32	13

All Washington local agencies which did not place any children out of the state in 1978 were asked to report why no such placements occurred. Table 48-5 shows that over 99 percent of all school districts that did not place any children reported that sufficient services were available in Washington to meet service needs. Ninety-two percent also reported that parents disapproved of such placements (specified in the "other" category). Three school districts reported other restrictions, including the lack of authority or funds and agency policy restrictions.

Most of the local juvenile justice agencies not involved in out-of-state placements in 1978 also cited the presence of sufficient services in Washington preventing the use of out-of-state care. The majority of them also reported the same restrictions mentioned by the local school districts. The local mental health agencies were divided in their responses, although all mentioned some form of restriction. Such responses include lack of funds, against agency policy, and the lack of statutory authority.

TABLE 48-5. WASHINGTON: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Education	Juvenile Justice	Mental Health
Lacked Statutory Authority	1	3	2
Restricted	0	0	0
Lacked Funds	1	4	8
Sufficient Services Available In State	298	15	0
Other[b]	285	12	12
Number of Agencies Reporting No Out-of-State Placements	300	16	13
Total Number of Agencies Represented in Survey	301	32	13

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

Public agencies sometimes enlist the consultation and assistance of other public agencies in out-of-state placement decisionmaking and processing. Table 48-6 indicates the extent to which local agencies in Washington reported the occurrence of interagency cooperation in making out-of-state placements in 1978 and the number of placements which were subject to this collaboration. The one local school district reporting involvement in out-of-state placement also reported working with another public agency in the course of arranging the one placement. Also, 13 of the 15 local probation offices which placed children out-of-state said that public interagency cooperation was undertaken in the course of arranging 71 percent of these placements.

TABLE 48-6. WASHINGTON: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type			
	Education		Juvenile Justice	
	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	1	0.3	15	47
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	1	100	13	87
Number of CHILDREN Placed Out of State	1	100	94	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	1	100	67	71

a. See Table 48-4.

All local agencies placing children out of Washington in 1978 were asked to describe the statuses or conditions of the children placed, according to a variety of descriptions offered. The responses of local placing agencies appear in Table 48-7. The one responding school district reported that the child placed was mentally ill or emotionally disturbed and required special education. Several of the reporting probation offices also mentioned these categories of children as needing out-of-state care. However, the highest frequency of response from these agencies was given to the conditions or statuses most generally serviced by this agency type, including juvenile delinquency, unruly/disruptive behavior, and truancy. Also mentioned to a lesser degree were battered, abandoned, or neglected; adopted; and mentally retarded or developmentally disabled children.

TABLE 48-7. WASHINGTON: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Physically Handicapped	0	0
Mentally Retarded or Developmentally Disabled	0	1
Unruly/Disruptive	0	11
Truant	0	8
Juvenile Delinquent	0	15
Mentally Ill/Emotionally Disturbed	1	2
Pregnant	0	0
Drug/Alcohol Problems	0	5

TABLE 48-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting	
	Education	Juvenile Justice
Battered, Abandoned, or Neglected	0	3
Adopted	0	2
Special Education Needs	1	4
Multiple Handicaps	0	0
Other	0	0
Number of Agencies Reporting	1	16

a. Some agencies reported more than one type of condition.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Washington's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local juvenile justice agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Washington juvenile justice agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 48-1. Sixty percent of the juvenile justice agencies which arranged out-of-state placements in 1978 were Phase II agencies. These Phase II agencies reported placing 84 percent of the 79 children reported to have been sent out of Washington by local juvenile justice agencies. Clearly, the detailed information to be reported on the practices of Phase II agencies is descriptive of the majority of out-of-state placements arranged by Washington local juvenile justice agencies in 1978.

FIGURE 48-1. WASHINGTON: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Juvenile Justice
Number of AGENCIES	32
Number of AGENCIES Reporting Out-of-State Placements in 1978	15
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	9
Number of CHILDREN Placed Out of State in 1978	94
Number of CHILDREN Placed by Phase II Agencies	79
Percentage of Reported Placements in Phase II	84

The geographic locations of the Washington counties served by Phase II juvenile justice agencies are illustrated in Figure 48-2. Of the eleven counties (two agencies have multicounty jurisdictions), five are located in or comprise an SMSA: Benton and Franklin, Clark, Spokane, and Yakima. Five Phase II counties are clustered in the south-central region of Washington, with two counties bordering Oregon. The remaining six counties are scattered throughout the state, with one bordering Oregon and another Idaho.

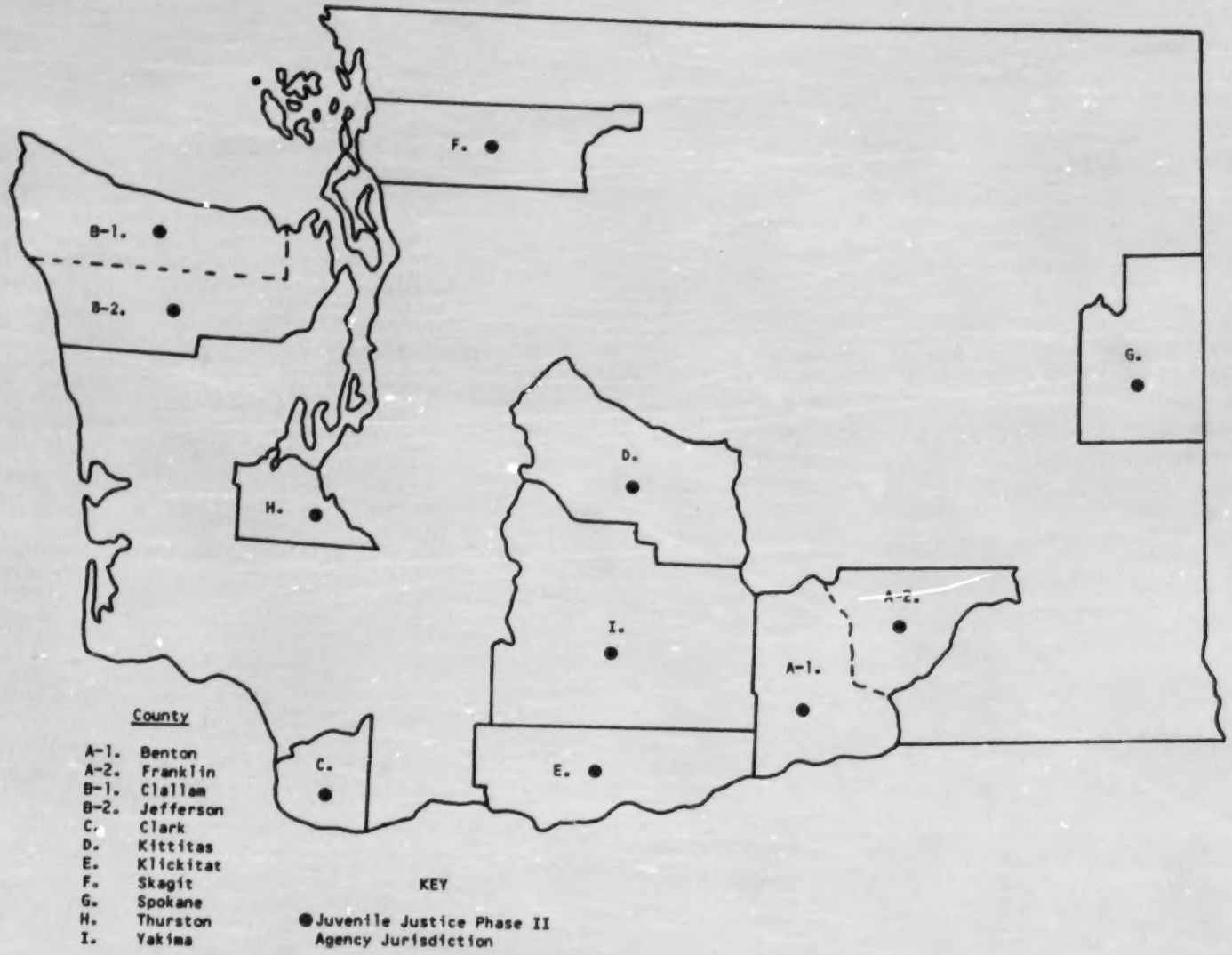
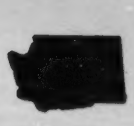


FIGURE 48-2. WASHINGTON: COUNTY LOCATION OF LOCAL PHASE II AGENCIES

WA-12



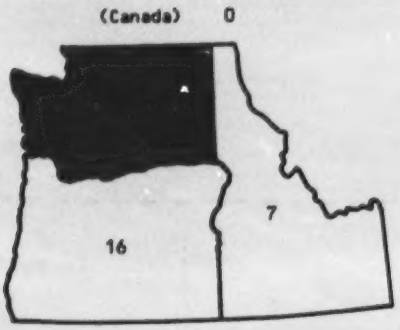
The local Phase II agencies were asked to report the destinations of the children. This information follows in Table 48-8. The table indicates that although contiguous and regional states were more frequently used for Washington children sent by the local probation offices, children were also sent to ten other, and sometimes distant states, such as New York. The destinations for 23 percent of the children reported to have left Washington in 1978 was not available.

TABLE 48-8. WASHINGTON: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed Juvenile Justice
Alaska	1
Arizona	3
California	23
Colorado	2
Idaho	7
Iowa	1
Louisiana	2
Mississippi	1
Montana	1
New York	1
Oregon	16
Texas	1
Utah	2
Placements for Which Destinations Could Not be Reported by Phase II Agencies	18
Total Number of Phase II Agencies	9
Total Number of Children Placed by Phase II Agencies	79

The use of contiguous states by Washington Phase II probation offices is more clearly shown in Figure 48-3. Thirty-eight percent of all placements for which destination information was reported went to the two states contiguous to Washington, and no children were sent to Canada in that year.

FIGURE 48-3. WASHINGTON: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO WASHINGTON BY LOCAL PHASE II AGENCIES[a]



a. Local Phase II juvenile justice agencies reported destinations for 61 children.

Phase II agencies were asked to describe why these placements occurred. Table 48-9 indicates that eight of the nine reporting Phase II probation offices preferred to place children with relatives. Most of these agencies also placed children out of state because children failed to adapt to Washington facilities or as an alternative to in-state public institutionalization.

TABLE 48-9. WASHINGTON: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting Juvenile Justice
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0
Previous Success with Receiving Facility	1
Sending State Lacked Comparable Services	2
Standard Procedure to Place Certain Children Out of State	1
Children Failed to Adapt to In-State Facilities	7
Alternative to In-State Public Institutionalization	6
To Live with Relatives (Non-Parental)	8
Other	4
Number of Phase II Agencies Reporting	9

a. Some agencies reported more than one reason for placement.

The responses to a question about the type of residential setting to which children were most frequently sent appear in Table 48-10. The results reflect only the responses of nine local juvenile justice agencies, because the question was only asked of those agencies placing five or more children out of Washington. The most frequent response to this item was, as in the previous table, that children were sent to relatives' homes. Single agencies said that they most frequently sent children to residential treatment or child care facilities, or group homes.

TABLE 48-10. WASHINGTON: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting Juvenile Justice
Residential Treatment/Child Care Facility	1
Psychiatric Hospital	0
Boarding/Military School	0
Foster Home	0
Group Home	1
Relative's Home (Non-Parental)	6
Adoptive Home	0
Other	0
Number of Phase II Agencies Reporting	8[a]

a. One Phase II agency which placed five children out of state reported that each child went to a different type of setting and, therefore, the question was not applicable.

Nine Phase II probation offices reported their monitoring practices and the frequency with which they were undertaken. Quarterly written progress reports, as can be seen in Table 48-11, are received by seven of the agencies. Written reports were reported by an agency to be required semiannually. Telephone calls were next most frequently used as a means of monitoring, either on a quarterly basis or at irregular time intervals. On-site visits were done by one agency at an irregular time interval.

TABLE 48-11. WASHINGTON: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Juvenile Justice
Written Progress Reports	Quarterly	7
	Semiannually	1
	Annually	0
	Other[b]	0

TABLE 48-11. (Continued)

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a] Juvenile Justice
On-Site Visits	Quarterly	0
	Semiannually	0
	Annually	0
	Other[b]	1
Telephone Calls	Quarterly	2
	Semiannually	0
	Annually	0
	Other[b]	5
Other	Quarterly	2
	Semiannually	1
	Annually	0
	Other[b]	0
Total Number of Phase II Agencies Reporting		9

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local agencies placing five or more children out of Washington in 1978 were also asked to report their expenditures for placements made in that year. Eight of the probation offices provided this information and reported spending no public funds in 1978 for out-of-state placements.

D. Use of Interstate Compacts by State and Local Agencies

Compact utilization by local agencies is displayed in the following tables and figures, each based on different factors. Table 48-12 directly deals with the number of local agencies using a compact, disregarding the number of children placed. As can be seen in the table, the one placing local school district did not process its placement through a compact. This finding is not unusual because placements made to a solely educational institution are not subject to any compact provisions.

All placing local probation offices reported using a compact, primarily the Interstate Compact on Juveniles.

TABLE 48-12. WASHINGTON: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	1	6
• Number Using Compacts	0	6

TABLE 48-12. (Continued)

Local Agencies Which Placed Children Out of State	Number of AGENCIES	
	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN (Continued)		
• Number Not Using Compacts	1	0
• Number with Compact Use Unknown	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	0	9
• Number Using Compacts	--	9
Interstate Compact on the Placement of Children		
Yes	--	1
No	--	7
Don't Know	--	1
Interstate Compact on Juveniles		
Yes	--	7
No	--	1
Don't Know	--	1
Interstate Compact on Mental Health		
Yes	--	0
No	--	9
Don't Know	--	0
• Number Not Using Compacts	--	0
• Number with Compact Use Unknown	--	0
TOTALS		
Number of AGENCIES Placing Children Out of State	1	15
Number of AGENCIES Using Compacts	0	15
Number of AGENCIES Not Using Compacts	1	0
Number of AGENCIES with Compact Use Unknown	0	0

-- denotes Not Applicable.

In that all of the placing probation offices used an interstate compact, it is useful to know what percentage of placements actually were compact processed. Table 48-13 shows that the one local school district placement was the only local placement identified that was not arranged through any compact. However, 33 placements arranged by the local probation offices could not be determined to be compact processed. The remaining 61 children went through a compact office, of which 49 (80 percent) were identified as processed through the ICJ.

TABLE 48-13. WASHINGTON: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN	
	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTING FOUR OR LESS PLACEMENTS	1	15
• Number Placed with Compact Use	0	6
• Number Placed without Compact Use	1	0
• Number Placed with Compact Use Unknown[a]	0	9
CHILDREN PLACED BY PHASE II AGENCIES	0	79
• Number Placed with Compact Use[b]	--	55
Number through Interstate Compact on the Placement of Children	--	5
Number through Interstate Compact on Juveniles	--	49
Number through Interstate Compact on Mental Health	--	0
• Number Placed without Compact Use	--	0
• Number Placed with Compact Use Unknown	--	24
TOTALS		
Number of CHILDREN Placed Out of State	1	94
Number of CHILDREN Placed with Compact Use	0	61
Number of CHILDREN Placed without Compact Use	1	0
Number of CHILDREN Placed with Compact Use Unknown	0	33

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

b. If an agency reported using a compact but could not report the number of placements arranged through the specific compact, one placement is indicated as compact arranged and the others are included in the category "number placed with compact use unknown."

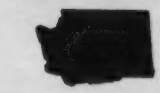
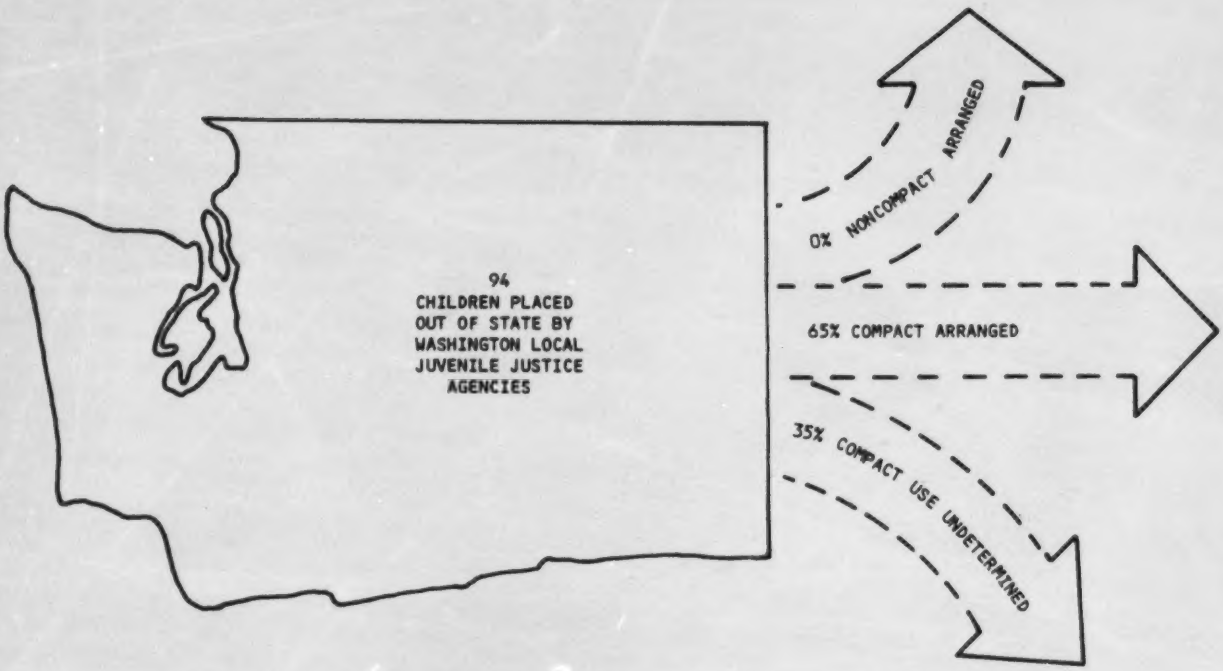


Figure 48-4 shows that the local probation offices used a compact for at least 65 percent of their 1978 placements made outside of Washington. The local education agency, as previously mentioned, did not utilize a compact for its one placement.

FIGURE 48-4. WASHINGTON: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978



State agencies in Washington varied in their reports of interstate compact utilization. Both the child welfare and the mental retardation agencies reported full use of compacts for the out-of-state placements they were involved with in 1978. The state education agency said no placements were processed through a compact in that year, and the juvenile justice agency knew of only 26 (22 percent) out-of-state placements which were arranged through a compact.

TABLE 48-14. WASHINGTON: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice	Mental Retardation
Total Number of State and Local Agency-Arranged Placements	183	1	120	2
Total Number of Compact-Arranged Placements Reported by State Agencies	183	0	26	2
Percentage of Compact-Arranged Placements	100	0	22	100

E. The Out-of-State Placement Practices of State Agencies

Table 48-15 describes the ability of Washington state agencies to report their involvement in out-of-state placements. All state agencies were able to report the number of children placed out of state with their assistance or knowledge. In addition, only the state child welfare agency could not report its specific involvement in the reported 183 placements. Seventy-four of these placements were arranged and funded by the state agency, but court-ordered, state agency arranged but not funded, and other placements could not be distinguished among the remaining 109 placements.

The state education agency funded the one placement arranged by the local school district. No other placement activity was reported, which was confirmed by the local survey. The state juvenile justice agency arranged only three placements. It also reported that no placements were arranged by local agencies, but reported a total of 26 placements with either the agency's assistance or knowledge. The state mental health agency reported no placement activity, confirmed by the local mental health agencies' survey findings. The state mental retardation agency reported two placements which were arranged and funded by the state agency.

TABLE 48-15. WASHINGTON: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies				
	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
State Arranged and Funded	74	0	0	0	2
Locally Arranged but State Funded	--	1	0	0	--
Court Ordered, but State Arranged and Funded	*	0	0	0	0
Subtotal: Placements Involving State Funding	*	1	0	0	2
Locally Arranged and Funded, and Reported to State	--	0	0	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	*	0	0	0	0
Other	*	0	3	0	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	183	1	26	0	2

-- denotes Not Applicable.
* denotes Not Available.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

Unfortunately, state data for the destinations of children placed out of state in 1978 was not available from the state child welfare and juvenile justice agencies, both high respondents in terms of placement figures. Table 48-16, therefore, only reflects the destination states used for the small number of placements reported by the state education and mental retardation agencies. Both agencies utilized settings in Utah for the placement of one Washington child each, while the mental retardation agency also reported California as the destination for the other child reported placed out of state in 1978.

TABLE 48-16. WASHINGTON: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
California		0		1
Utah		1		1
Placements for Which Destinations Could Not be Reported by State Agencies	All	0	All	0
Total Number of Placements	183	1	26	2

The conditions and statuses of children reported by state agencies to have been placed outside of Washington in 1978 are given in Table 48-17. The state child welfare agency was involved in placing children with a variety of characteristics in that year. The only characteristic not selected to describe these children by the child welfare agency was juvenile delinquents. This status was used to describe children reported to be placed out of state by the state juvenile justice agency, in addition to pregnancy and youth with drug/alcohol problems. The state education agency reported one characteristic to describe the single child placed out of state, emotional disturbance, paralleling the local school district response about this child. Finally, the state mental retardation agency reported that the children it placed out of state in 1978 were mentally handicapped.

TABLE 48-17. WASHINGTON: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
Physically Handicapped	X	0	0	0
Mentally Handicapped	X	0	0	X
Developmentally Disabled	X	0	0	0
Unruly/Disruptive	X	0	0	0
Truants	X	0	0	0
Juvenile Delinquents	0	0	X	0
Emotionally Disturbed	X	X	0	0
Pregnant	X	0	X	0
Drug/Alcohol Problems	X	0	X	0
Battered, Abandoned, or Neglected	X	0	0	0
Adopted Children	X	0	0	0
Foster Children	X	0	0	0

TABLE 48-17. (Continued)

Types of Conditions	Agency Type[a]			
	Child Welfare	Education	Juvenile Justice	Mental Retardation
Other	0	0	0	0

a. X indicates conditions reported.

The out-of-state residential setting reported to be most frequently used by the state child welfare and juvenile justice agencies for their reported placements was relatives' homes. The state education agency reported psychiatric hospitals to be most commonly used for its placements. This response gives a clearer understanding of the agency's lack of compact utilization. Placements into private psychiatric hospitals, like those to education facilities, are not under the purview of an interstate compact. The state mental retardation agency reported primarily sending children to residential treatment or child care facilities in 1978.

The study attempted to collect information on the 1978 expenditure of state, local, and federal funds related to out-of-state placements. This information was only available from the state education agency. This agency reported that $3,000 in state funds and $3,000 in local funds were spent for the one placement made out of Washington in 1978.

F. State Agencies' Knowledge of Out-of-State Placements

As a final review, Table 48-18 offers the incidence of out-of-state placement reported by Washington public agencies and the number of children placed out of state of which the state agencies had knowledge. The state child welfare and mental retardation agencies, with no local counterparts, were able to provide the number children they placed out of state in 1978. The state education and mental health agencies were able to report their own and local agencies' placement activity accurately. The state juvenile justice agency, in contrast, only reported its own involvement in out-of-state placement (three children) and its knowledge of 23 other placements, without specifying their agency origin. However, it should be recalled from Table 48-15 that this state agency reported no placements were initiated at the local level of government.

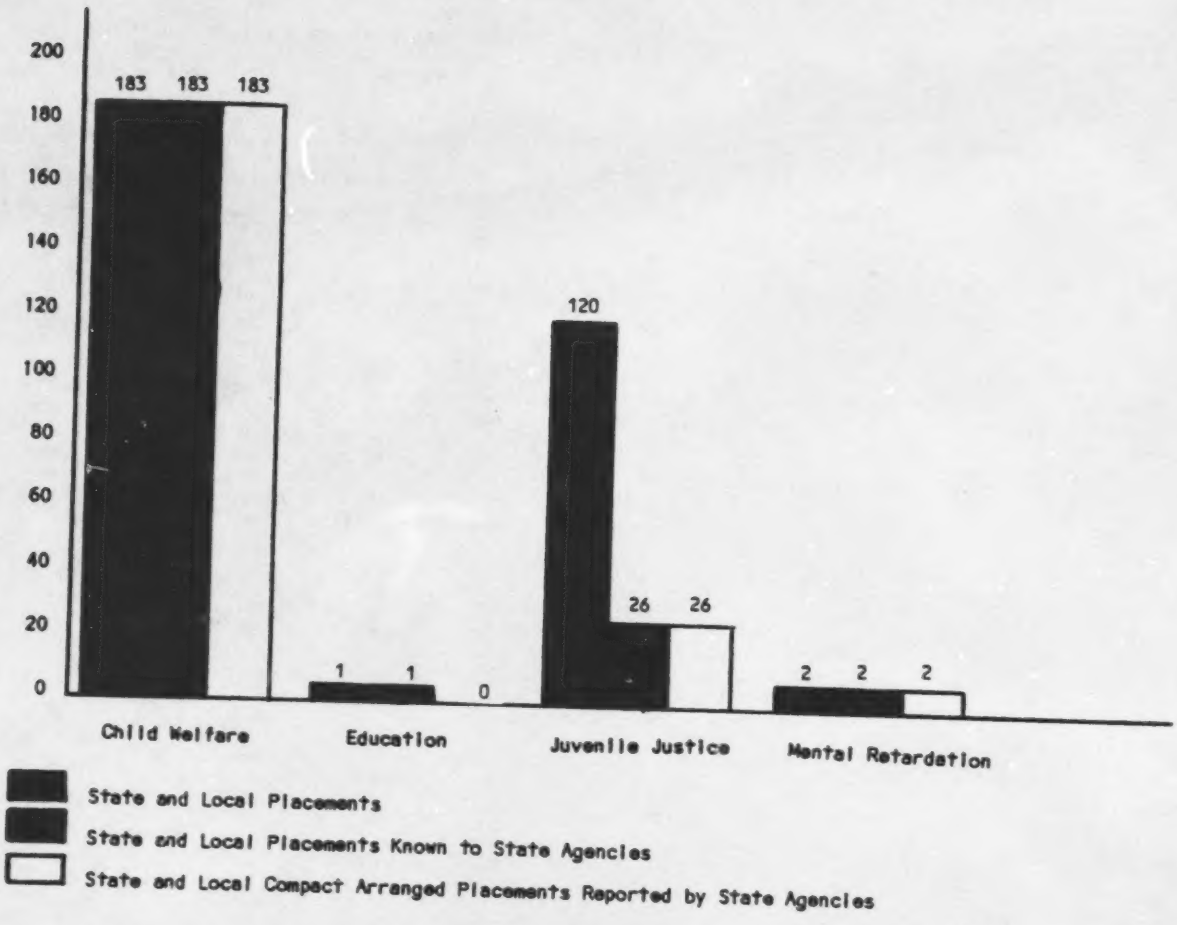
TABLE 48-18. WASHINGTON: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health	Mental Retardation
Total Number of State and Local Agency Placements	183	1	120	0	2
Total Number of Placements Known to State Agencies	183	1	26	0	2
Percentage of Placements Known to State Agencies	100	100	22	100	100

Figure 48-5 illustrates state agencies' knowledge of out-of-state placement activity and, equally as important, their knowledge of interstate compact use. Because state agencies are responsible for interstate compact administration, their report of 1978 compact utilization is of great interest to this study, not only providing a form of placement information, but also as a comparison to local agencies' compact use reports. This latter factor is illustrated in the state education and juvenile justice agencies' responses in Figure 48-5. Both the state and local education agencies reported no compact use for the single out-of-state placement.

The difference in the state and local juvenile justice compact use reports is similar to that of their incidence reports. Table 38-13 showed that local agencies placed at least 61 children through a compact, as compared to the 26 children reported by the state agency, and 49 of those locally placed children were sent out of Washington with the use of the Interstate Compact on Juveniles which is administered by the state agency.

FIGURE 48-5. WASHINGTON: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



V. CONCLUDING REMARKS

Several important conclusions may be drawn about the foregoing survey results.

- Local Washington juvenile justice agencies reported placing children with a variety of conditions or statuses out of state in 1978, while the state child welfare agency reported an even broader range of children. Both agency types, at two different levels of government, most often sent these children to the homes of relatives in other states with a high level of interstate compact utilization.

- Both the state education and mental health agencies were able to accurately report their local counterparts' out-of-state placement activity. This implies a strong regulatory capability on the part of both state agencies.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Washington in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

A PROFILE OF OUT-OF-STATE PLACEMENT POLICY AND PRACTICE IN WYOMING

I. ACKNOWLEDGMENTS

The Academy gratefully acknowledges the assistance of the many state and local public officials who contributed their time and effort to the project, particularly LaMar Gordon, Director of Special Education, and Beth Early, Division of Special Education, Department of Education; John Steinberg, Social Services Managing Program Consultant, and Dick Weatherman, Division of Public Assistance and Social Services, Department of Health and Social Services; Bob Ortega, Supervisor, Interstate Matters, Department of Probation and Parole; Steve Zimmerman, Program Manager, Developmental Disabilities, Division of Community Programs, Department of Health and Social Services; Lawrence J. Cohen, M.D., Administrator, Divison of Health and Medical Services, Department of Health and Social Services; and William Karn, Superintendent Medical Director, Wyoming State Hospital.

II. METHODOLOGY

Information was systematically gathered about Wyoming from a variety of sources using a number of data collection techniques. First, a search for relevant state statutes and case law was undertaken. Next, telephone interviews were conducted with state officials who were able to report on agency policies and practices with regard to the interstate placement of children. A mail survey was used, as a follow-up to the telephone interview, to solicit information specific to the out-of-state placment practices of state agencies and those of local agencies subject to state regulatory control or supervisory oversight.

An assessment of out-of-state placement policies and the adequacy of information reported by state agencies suggested further survey requirements to determine the involvement of public agencies in arranging out-of-state placements. Pursuant to this assessment, further data collection was undertaken if it was necessary to:

- verify out-of-state placement data reported by state government about local agencies; and
- collect local agency data which was not available from state government.

A summary of the data collection effort in Wyoming appears below in Table 51-1.

TABLE 51-1. WYOMING: METHODS OF COLLECTING DATA

Levels of Government	Survey Methods, by Agency Type			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Agencies	Telphone interview Mailed Survey: DHSS officials	Telephone interview Mailed Survey: DOE officials	Telephone interview Mailed Survey: DPP officials	Telephone interview Mailed Survey: DHSS and WSH
Local Agencies[a]	Telephone Survey: All 23 local child welfare agencies	Telephone Survey: All 49 local school districts	Telephone Survey: All 23 county locations of the district courts	Not Applicable (State Offices)

a. The telephone survey was conducted by Denice Wheeler, Private Consultant under a subcontract to the Academy.

III. THE ORGANIZATION OF SERVICES AND OUT-OF-STATE PLACEMENT POLICY IN 1978

A. Introductory Remarks

Wyoming has the ninth largest land area (97,203 square miles) and is the 49th most populated state (376,309) in the United States. It has five cities with populations over 10,000: Casper, Cheyenne, Laramie, Rock Springs, and Sheridan. Cheyenne, the capital, is the most populated city in the state, with a population of nearly 50,000. Wyoming has 23 counties. The 1978 estimated population of persons eight to 17 years old was 68,835.

Wyoming has no Standard Metropolitan Statistical Areas. Its border states are Idaho, Montana, South Dakota, Utah, Colorado, and Nebraska.

Wyoming was ranked fifth nationally in total state and local per capita expenditures, second in per capita expenditures for education, and 49th in per capita expenditures for public welfare.[1]

B. Child Welfare

Supervision of all public social and health services is unified within the Wyoming Department of Health and Social Services (DHSS). Social services are supervised by the Divison of Public Assistance and Social Services through county-operated agencies, while health services are administered by the state. The Division of Public Assistance and Social Services, according to the survey, handles most of Wyoming's out-of-state placements. It keeps statewide placement information, including those made through the Interstate Compact on the Placement of Children (ICPC). Wyoming has been a member of the compact since 1963. However, it was reported that county departments of public assistance and social services can also place independently of the state.

C. Education

Wyoming's Department of Education (DOE) has the major responsibility for its educational system. The DOE, through its Division of Special Education, provides funds to Wyoming's 49 school districts for providing special services and regional curriculum for grades K-12 and for placing handicapped children in residential and educational facilities within other states. The DOE maintains that local school districts are not likely to place children out of state without first reporting this information to the state. The DOE only maintains statewide aggregate placement information.

D. Juvenile Justice

Jurisdiction over dependent, neglected, and delinquent children is held by the 15 district courts in Wyoming. These district courts serve all 23 counties with a locally operated court in every county location. Adjudicated delinquents may be committed to the State Board of Charities and Reform, which oversees both juvenile and adult corrections institutions. No juvenile facilities are operated by the board.

Probation services in all areas of the state, except in the cities of Cheyenne and Casper, are provided by the Department of Probation and Parole (DPP). The two cities maintain their own juvenile probation offices. Parole and aftercare services for both juveniles and adults are provided by the Department of Probation and Parole, as well. The DPP administers the Interstate Compact on Juveniles (ICJ) and reportedly places children out of state pursuant to the provisions of the ICJ. Wyoming has been a member of this compact since 1957.

While the 23 county-operated courts usually make placements through either the Department of Probation and Parole or the Department of Health and Social Services (for dependent children), they may also place independently of state government.

E. Mental Health and Mental Retardation

The Division of Community Programs within the Department of Health and Social Services (DHSS) is responsible for state-level mental health and mental retardation services in Wyoming. This office, according to state contacts, only occassionally becomes involved in making out-of-state placements. Wyoming is a member of the Interstate Compact on Mental Health (ICMH) for institutionalized placements. Wyoming has been a member of the compact since 1969. All applicable out-of-state placements are reportedly made pursuant to the provisions of the compact. Wyoming operates one state hospital for the mentally ill. Local mental health, mental retardation, and developmental disability needs are met on a purchase-of-service basis by private mental health centers.

IV. FINDINGS FROM A SURVEY OF OUT-OF-STATE PLACEMENT PRACTICES IN 1978

The survey of Wyoming state and local agencies results in the findings discussed and tabularly displayed in the remainder of this profile.

A. The Number of Children Placed in Out-of-State Residential Settings

Before going into the more specific findings, an overview of the out-of-state placement activity discovered among Wyoming state and local agencies is given in Table 51-2. As mentioned in section III, DHSS reportedly handles most of Wyoming's out-of-state placements. Table 51-2, however, reveals that the number of state-arranged placements could not be identified. This office could only report about 16 state-arranged placements of which 12 involved state funds. Fifty-three additional out-of-state placements were known to the department, but the participation of the local child welfare agencies was not reported. The Department of Probation and Parole (DPP) has similar problems in reporting 1978 state involvement in out-of-state placements. In this case, even an aggregate number was not available.

All other state agencies surveyed gave incidence reports of placement activity which includes three placements arranged by the state education agency. No out-of-state placement involvement was reported by the mental health and mental retardation agency, nor were any institutional transfers reported by the state mental health hospital.

At the local agency level, a survey of all child welfare agencies resulted in the reporting of 72 out-of-state placements and the survey of the 52 school districts revealed the placement of 24 children into other states. The 23 local courts reported lower placement incidence, four children in total.

TABLE 51-2. WYOMING: NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY STATE AND LOCAL PUBLIC AGENCIES IN 1978, BY AGENCY TYPE

Levels of Government	Number of CHILDREN, by Agency Type				
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation	Total
State Agency Placements[a]	*	3	*	0	3
Local Agency Placements	72	24	4	--	100
Total	72	27	4	0	103

* denotes Not Available .
-- denotes Not Applicable.

a. May include placements which the state agency arranged and funded independently or under a court order, arranged but did not fund, helped arrange, and others directly involving the state agency's assistance or knowledge. Refer to Table 51-15 for specific information regarding state agency involvement in arranging out-of-state placements.

Table 51-3 specifies the frequency of placements leaving Wyoming in 1978 by listing placement incidence by the county each agency serves. Placement activity was reported in all but five of Wyoming's 23 counties, with the 29 children reported by agencies in Sweetwater County far surpassing other county incidence totals. In fact, 38 percent of all 1978 local child welfare placements reported in Wyoming were made by the agency serving Sweetwater County. Three counties, Park, Campbell, and Laramie (Cheyenne), had incidence reports from all three agency service types, while Sweetwater, Albany, Sheridan, Carbon, and Platte Counties had placement activity reported by both the local child welfare agency and the local school districts located within them. The remaining ten counties had out-of-state placement reported by only one agency type. Notably, Natrona County (Casper) had seven placements made by local school districts in 1978, the highest county-aggregated report by this agency type in Wyoming, whereas no other local agency placement activity was reported in this county. It is important to bear in mind that the jurisdiction of school districts contacted is smaller than the counties containing them. For that reason, multiple agencies may have reported from each county and the incidence reports in the table are the aggregated reports of all school districts within them.

TABLE 51-3. WYOMING: 1978 YOUTH POPULATIONS AND THE NUMBER OF OUT-OF-STATE PLACEMENTS ARRANGED BY LOCAL AGENCIES IN 1978, BY COUNTY AND AGENCY TYPES REPORTING PLACEMENTS

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Albany	3,745	10	2	0
Big Horn	2,083	0	0	0
Campbell	2,636	9	2	1
Carbon	2,956	3 est	1	0
Converse	1,421	2	0	0

TABLE 51-3. (Continued)

County Name	1978 Population[a] (Age 8-17)	Number of CHILDREN Placed during 1978		
		Child Welfare	Education	Juvenile Justice
Crook	1,034	0	0	0
Fremont	6,490	0	3	0
Goshen	2,040	2	0	0
Hot Springs	741	1	0	0
Johnson	879	0	0	0
Laramie	11,888	4 est	2	2 est
Lincoln	2,032	0	0	0
Natrona	10,031	0	7 est	0
Niobrara	476	1	0	0
Park	3,478	1	2	1
Platte	1,258	1	1	0
Sheridan	3,100	4	1	0
Sublette	777	3 est	0	0
Sweetwater	6,055	27	2	0
Teton	1,070	3	0	0
Uinta	1,827	0	0	0
Washakie	1,568	1	0	0
Weston	1,250	0	1	0
Total Number of Placements Arranged by Local Agencies (total may include duplicate count)		72 est	24 est	4 est
Total Number of Local Agencies Reporting		23	49	23

a. Estimates were developed by the National Center of Juvenile Justice using data from two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census.

B. The Out-of-State Placement Practices of Local Agencies

The involvement of local agencies in placing children out of Wyoming is summarized in Table 51-4. It is notable that among the 95 local agencies which were contacted in the course of the survey, only one agency, a school district, could not provide placement information to the study. The table also indicates moderate to sparse involvement of local agencies in placing children out of Wyoming in 1978, with 65 percent of the child welfare agencies, 27 percent of the school districts, and 13 percent of the local courts reporting involvement in this practice in 1978.

TABLE 51-4. WYOMING: THE INVOLVEMENT OF LOCAL PUBLIC AGENCIES IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Response Categories	Number of AGENCIES, by Agency Type		
	Child Welfare	Education	Juvenile Justice
Agencies Which Reported Out-of-State Placements	15	13	3
Agencies Which Did Not Know If They Placed, or Placed but Could Not Report the Number of Children	0	1	0
Agencies Which Did Not Place Out of State	8	35	20
Agencies Which Did Not Participate in the Survey	0	0	0
Total Local Agencies	23	49	23

The reasons why out-of-state placements were not made by the remaining surveyed local agencies were elicited, and these reasons appear with the number of agencies responding to them in Table 51-5. Most of the child welfare agencies stated that sufficient services existed in Wyoming. One child welfare agency reported lacking funds for such purposes. The local school districts similarly reported that sufficient services were available in Wyoming and a few stated they lacked the necessary funds for placement. Single school districts reported additional restrictions, including lacking statutory authority and parental disapproval (in the "other" category). The majority of the local courts which did not make placements into other states in 1978 reported lacking funds or were restricted by agency policy. A small percentage reported that Wyoming had sufficient services to meet children's needs.

TABLE 51-5. WYOMING: REASONS REPORTED BY LOCAL PUBLIC AGENCIES FOR NOT ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Reasons for Not Placing Children Out of State[a]	Number of Local AGENCIES, by Reported Reason(s)		
	Child Welfare	Education	Juvenile Justice
Lacked Statutory Authority	0	1	0
Restricted	0	0	0
Lacked Funds	1	3	14
Sufficient Services Available In State	6	28	6
Other[b]	3	16	14
Number of Agencies Reporting No Out-of-State Placements	8	35	20
Total Number of Agencies Represented in Survey	23	49	23

a. Some agencies reported more than one reason for not arranging out-of-state placements.

b. Generally included such reasons as out-of-state placements were against overall agency policy, were disapproved by parents, involved too much red tape, and were prohibitive because of distance.

The extent to which local agencies enlisted the assistance of other public agencies in the arrangement of out-of-state placements is portrayed in Table 51-6. The table indicates that this type of interagency cooperation is more frequent for the local Wyoming child welfare agencies. Eighty-seven percent of the local child welfare agencies reported cooperating with other public agencies in the course of placing 92 percent of the children reported placed out of Wyoming. Sixty-two percent of the school districts reported enlisting the aid of other public agencies in making 38 percent of all 1978 education placements. The local courts reported no interagency involvement.

TABLE 51-6. WYOMING: THE EXTENT OF INTERAGENCY COOPERATION TO ARRANGE OUT-OF-STATE PLACEMENTS BY LOCAL AGENCIES IN 1978

	Number and Percentage, by Agency Type					
	Child Welfare		Education		Juvenile Justice	
	Number	Percent	Number	Percent	Number	Percent
AGENCIES Reporting Out-of-State Placements[a]	15	65	13	27	3	13
AGENCIES Reporting Out-of-State Placements with Interagency Cooperation	13	87	8	62	0	0
Number of CHILDREN Placed Out of State	72	100	24	100	4	100
Number of CHILDREN Placed Out of State with Interagency Cooperation	66	92	9	38	0	0

a. See Table 51-4.

All local Wyoming agencies reporting out-of-state placements in 1978 were asked to describe the characteristics of the children placed, according to a list of conditions and statuses. Table 51-7 indicates that adopted children were reported to be placed out of Wyoming by more local child welfare agencies than any other condition or status. All other descriptive responses, with the exception of truancy, were mentioned by at least one child welfare agency. The local school districts primarily reported placing physically handicapped and mentally ill/emotionally disturbed children. Almost as frequently, the mentally retarded or developmentally disabled and children needing special education were reported to have been sent outside of Wyoming in 1978 by local school districts for residential treatment or care. One to three school districts also reported placing unruly/distruptive children, multiply handicapped children, and juvenile delinquents.

The local courts reported sending juvenile delinquents as well as unruly/disruptive children, mentally retarded or developmentally disabled children, and youth with drug or alcohol problems out of Wyoming in 1978.

TABLE 51-7. WYOMING: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY LOCAL AGENCIES

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Physically Handicapped	1	5	0
Mentally Retarded or Developmentally Disabled	2	4	1
Unruly/Disruptive	5	3	1
Truant	0	0	0
Juvenile Delinquent	2	1	2

TABLE 51-7. (Continued)

Types of Conditions[a]	Number of AGENCIES Reporting		
	Child Welfare	Education	Juvenile Justice
Mentally Ill/Emotionally Disturbed	4	5	0
Pregnant	1	0	0
Drug/Alcohol Problems	4	0	1
Battered, Abandoned, or Neglected	4	0	0
Adopted	10	0	0
Special Education Needs	2	4	0
Multiple Handicaps	1	2	0
Other[b]	2	1	0
Number of Agencies Reporting	15	13	3

a. Some agencies reported more than one type of condition.

b. Generally included foster care placements, autistic children, and status offenders.

C. Detailed Data from Phase II Agencies

If more than four out-of-state placements were reported by a local agency, additional information was requested. The agencies from which the second phase of data was requested became known as Phase II agencies. The responses to the additional questions are reviewed in this section of Wyoming's state profile. Wherever references are made to Phase II agencies, they are intended to reflect those local agencies which reported arranging five or more out-of-state placements in 1978.

The relationship between the number of local Wyoming agencies surveyed and the total number of children placed out of state, and agencies and placements in Phase II is illustrated in Figure 51-1. Phase II child welfare agencies in Wyoming comprise 20 percent of the placing agencies of that service type. These three agencies were responsible for 64 percent of all the child welfare out-of-state placements arranged in 1978. Only eight percent of the local education agencies involved in out-of-state placements were Phase II agencies. This single Phase II school district reported making seven placements, or 29 percent of the total local education placements reported.

FIGURE 51-1. WYOMING: RELATIONSHIP BETWEEN THE NUMBER OF LOCAL AGENCIES SURVEYED AND PLACEMENTS REPORTED, AND AGENCIES AND PLACEMENTS IN PHASE II, BY AGENCY TYPE

	Child Welfare	Education
Number of AGENCIES	23	49
Number of AGENCIES Reporting Out-of-State Placements in 1978	15	13
Number of AGENCIES Reporting Five or More Placements in 1978 (Phase II Agencies)	3	1
Number of CHILDREN Placed Out of State in 1978	72	24
Number of CHILDREN Placed by Phase II Agencies	46	7
Percentage of Reported Placements in Phase II	64	29

The geographic locations of the counties served by the Wyoming Phase II agencies are illustrated in Figure 51-2. The three Phase II child welfare agencies serve Albany, Campbell, and Sweetwater Counties, all bordering on another state. The single Phase II school district is located in Natrona County in the central portion of Wyoming.

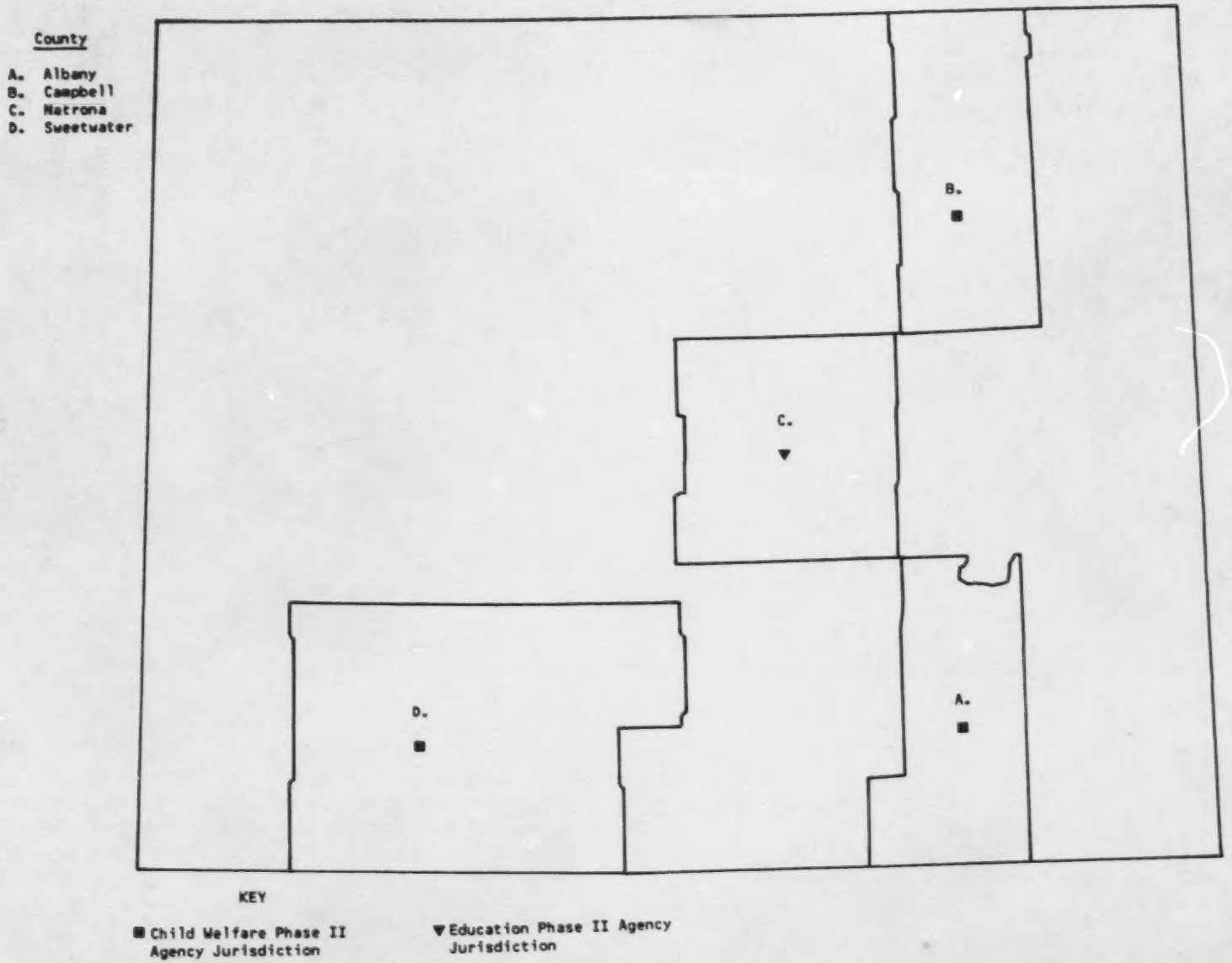


FIGURE 51-2. WYOMING: COUNTY LOCATION OF LOCAL PHASE II AGENCIES

WY-11

Local Wyoming Phase II agencies were asked to identify the children's destinations. Reported destinations are summarized in Table 51-8. Local Phase II child welfare agencies most frequently sent children to states contiguous to Wyoming in 1978, or to states in the same or surrounding geographic regions. Other states utilized were located at further distances, including New York and Texas.

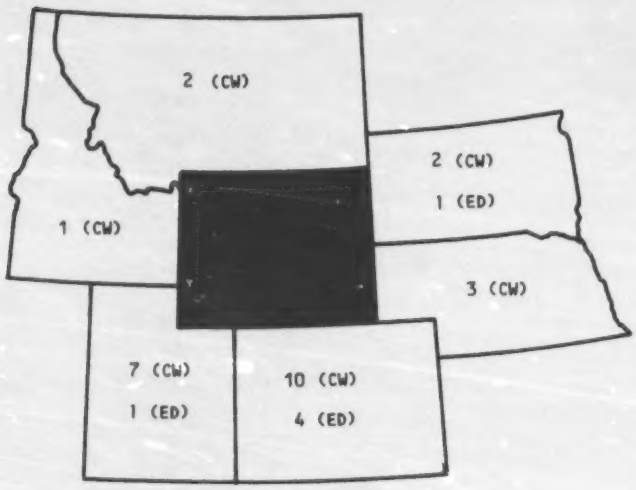
The local Phase II school districts placed children into three contiguous states of Wyoming as well as a northeastern state, Rhode Island.

TABLE 51-8. WYOMING: DESTINATIONS OF CHILDREN PLACED BY LOCAL PHASE II AGENCIES IN 1978

Destinations of Children Placed Out of State	Number of CHILDREN Placed	
	Child Welfare	Education
California	5	0
Colorado	10	4
Idaho	1	0
Kansas	1	0
Montana	2	0
Nebraska	3	0
Nevada	4	0
New York	5	0
Oregon	2	0
Rhode Island		1
South Dakota	2	1
Texas	2	0
Utah	7	1
Placements for Which Destinations Could Not be Reported by Phase II Agencies	2	0
Total Number of Phase II Agencies	3	1
Total Number of Children Placed by Phase II Agencies	46	7

The extent to which states contiguous to Wyoming were selected to receive out-of-state placements from local public agencies reporting in Table 51-8 is illustrated in Figure 51-3. As noted earlier, a majority of the local placements went to bordering states of Wyoming. Among these states, Colorado was most often used by these agencies, receiving 14 children from Wyoming. Settings in Idaho were used to a much lesser extent, receiving only one child from a local child welfare agency. In total, 57 percent of the local child welfare and 86 percent of the education placements for which destinations were reported were made to border states of Wyoming.

FIGURE 51-3. WYOMING: THE NUMBER OF CHILDREN REPORTED PLACED IN STATES CONTIGUOUS TO WYOMING BY LOCAL PHASE II AGENCIES[a]



a. Local child welfare agencies reported destinations for 44 children. Local school districts reported destinations for seven children.

The local Phase II agencies in Wyoming reported the reasons they decided to do so. Table 51-9 reveals that all three child welfare agencies responding placed children for the same four reasons: the agencies had previous success with the receiving facility, they perceived Wyoming to lack comparable services to those in the receiving state, as an alternative to Wyoming public institutionalization, and in order for a child to live with relatives. A single agency also mentioned that a child was unable to adapt to an in-state program. The one reporting school district gave similar responses to those offered by child welfare agencies, except it did not mention using relatives' homes and added the reason that out-of-state residential care is typically used for children with certain conditions or problems.

TABLE 51-9. WYOMING: REASONS FOR PLACING CHILDREN OUT OF STATE IN 1978, AS REPORTED BY LOCAL PHASE II AGENCIES

Reasons for Placement[a]	Number of AGENCIES Reporting	
	Child Welfare	Education
Receiving Facility Closer to Child's Home, Despite Being Across State Lines	0	0
Previous Success with Receiving Facility	3	1
Sending State Lacked Comparable Services	3	1
Standard Procedure to Place Certain Children Out of State	0	1
Children Failed to Adapt to In-State Facilities	1	0
Alternative to In-State Public Institutionalization	3	1
To Live with Relatives (Non-Parental)	3	0
Other	1	0
Number of Phase II Agencies Reporting	3	1

a. Some agencies reported more than one reason for placement.

Local Phase II agencies also reported the type of setting that was most frequently selected to receive these children in 1978. Their responses are summarized in Table 51-10. Out-of-state relatives' and adoptive homes most frequently received children placed by Wyoming local child welfare agencies. The local school district reported to most often use a residential treatment or child care facility for out-of-state care.

TABLE 51-10. WYOMING: MOST FREQUENT CATEGORIES OF RESIDENTIAL SETTINGS USED BY LOCAL PHASE II AGENCIES IN 1978

Categories of Residential Settings	Number of AGENCIES Reporting	
	Child Welfare	Education
Residential Treatment/Child Care Facility	0	1
Psychiatric Hospital	0	0
Boarding/Military School	0	0
Foster Home	0	0
Group Home	0	0
Relative's Home (Non-Parental)	1	0
Adoptive Home	2	0
Other	0	0
Number of Phase II Agencies Reporting	3	1

Table 51-11 describes the monitoring practices used after a child has been placed out of state by local Phase II agencies. All of the Phase II child welfare agencies reported requiring written progress reports, either twice a year or at quarterly intervals. In addition, two agencies reported making on-site visits to assess children's progress, either annually or at irregular intervals.

The local Phase II school district reporting monitoring practices said that quarterly written progress reports and semiannual telephone calls were used to keep in touch with the children's progress.

TABLE 51-11. WYOMING: MONITORING PRACTICES FOR OUT-OF-STATE PLACEMENTS AS REPORTED BY LOCAL PHASE II AGENCIES IN 1978

Methods of Monitoring	Frequency of Practice	Number of AGENCIES[a]	
		Child Welfare	Education
Written Progress Reports	Quarterly	2	1
	Semiannually	1	0
	Annually	0	0
	Other[b]	0	0
On-Site Visits	Quarterly	0	0
	Semiannually	0	0
	Annually	1	0
	Other[b]	1	0
Telephone Calls	Quarterly	0	0
	Semiannually	0	1
	Annually	0	0
	Other[b]	0	0
Other	Quarterly	0	1
	Semiannually	0	0
	Annually	0	0
	Other[b]	0	0
Total Number of Phase II Agencies Reporting		3	1

a. Some agencies reported more than one method of monitoring.

b. Included monitoring practices which did not occur at regular intervals.

Local Phase II agencies were also asked to report the amount of public expenditures spent on the placements made in 1978. The three child welfare agencies reported a total of $35,000 being used for out-of-state placements they made. The single school district reported a total of $88,000 expended for the placements it helped arrange.

D. Use of Interstate Compacts by State and Local Agencies

The level of interstate compact utilization by local Wyoming agencies is reflected in the information supplied in the following tables and figures. Table 51-12 specifically describes the utilization of the compacts by local agencies with no regard to the frequency of placements. The local child welfare agencies indicated a higher degree of utilization than the local school districts and local courts. Of the 15 placing child welfare agencies, 13 used an interstate compact, some of which identified using either

the Interstate Compact on the Placement of Children or the Interstate Compact on Juveniles. In contrast, all but one local education agency and all local courts which placed children out of Wyoming in 1978 did not use any compact.

TABLE 51-12. WYOMING: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978, BY AGENCY TYPE

Local Agencies Which Placed Children Out of State	Number of AGENCIES		
	Child Welfare	Education	Juvenile Justice
NUMBER OF LOCAL AGENCIES PLACING FOUR OR LESS CHILDREN	12	12	3
• Number Using Compacts	10	1	0
• Number Not Using Compacts	2	11	3
• Number with Compact Use Unknown	0	0	0
NUMBER OF PHASE II AGENCIES PLACING CHILDREN	3	1	0
• Number Using Compacts	3	0	--
Interstate Compact on the Placement of Children			
Yes	2	0	--
No	1	1	--
Don't Know	0	0	--
Interstate Compact on Juveniles			
Yes	1	0	--
No	2	1	--
Don't Know	0	0	--
Interstate Compact on Mental Health			
Yes	0	0	--
No	3	1	--
Don't Know	0	0	--
• Number Not Using Compacts	0	1	--
• Number with Compact Use Unknown	0	0	--
TOTALS			
Number of AGENCIES Placing Children Out of State	15	13	3
Number of AGENCIES Using Compacts	13	1	0
Number of AGENCIES Not Using Compacts	2	12	3
Number of AGENCIES with Compact Use Unknown	0	0	0

-- denotes Not Applicable.

Further evidence of local agencies' compact utilization is given in Table 51-13, which focuses on the number of compact-processed placements, by agency type. Again, the number of child welfare placements processed through a compact exceeds the number of placements made by the other two local agency types. Forty of the 72 child welfare placements went through compact proceedings, 20 of which were identified to have been ICPC processed. Fourteen of the placements reported by the child welfare agencies which placed four or less children out-of-state had unspecified compact usage because such agencies were not asked to report the actual number of compact-arranged placements.

It has already been noted that one education agency reported using an interstate compact in 1978; however, only one placement was processed by this agency through a compact. Such an occurrence could have resulted from a placement made to a residential setting that was subject to the purview of a compact. It should be recalled that those placements made to facilities providing solely education services are not subject to being processed through any compact.

TABLE 51-13. WYOMING: NUMBER OF PLACEMENTS AND THE UTILIZATION OF INTERSTATE COMPACTS BY LOCAL AGENCIES IN 1978

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Juvenile Justice
CHILDREN PLACED BY AGENCIES REPORTTNG FOUR OR LESS PLACEMENTS	26	17	4
• Number Placed with Compact Use	10	1	0
• Number Placed without Compact Use	2	16	4
• Number Placed with Compact Use Unknown[a]	14	0	0
CHILDREN PLACED BY PHASE II AGENCIES	46	7	0
• Number Placed with Compact Use	30	0	--
Number through Interstate Compact on the Placement of Children	20	0	--
Number through Interstate Compact on Juveniles	10	0	--
Number through Interstate Compact on Mental Health	0	0	--
• Number Placed without Compact Use	16	7	--
• Number Placed with Compact Use Unknown	0	0	--

TABLE 51-13. (Continued)

Children Placed Out of State	Number of CHILDREN		
	Child Welfare	Education	Juvenile Justice
TOTALS			
Number of CHILDREN Placed Out of State	72	24	4
Number of CHILDREN Placed with Compact Use	40	1	0
Number of CHILDREN Placed without Compact Use	18	23	4
Number of CHILDREN Placed with Compact Use Unknown	14	0	0

-- denotes Not Applicable.

a. Agencies which placed four or less children out of state were not asked to report the actual number of compact-arranged placements. Instead, these agencies simply reported whether or not a compact was used to arrange any out-of-state placement. Therefore, if a compact was used, only one placement is indicated as a compact-arranged placement and the others are included in the category "number placed with compact use unknown."

Figures 51-4, 5, and 6 present summary findings of Table 51-13, using percentages. In viewing each figure, the total percentage of interstate compact utilization in 1978 by each agency type is that at least 56 percent of the child welfare placements, four percent of the education placements, and none of the court placements were compact arranged.

FIGURE 51-4. WYOMING: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL CHILD WELFARE AGENCIES IN 1978

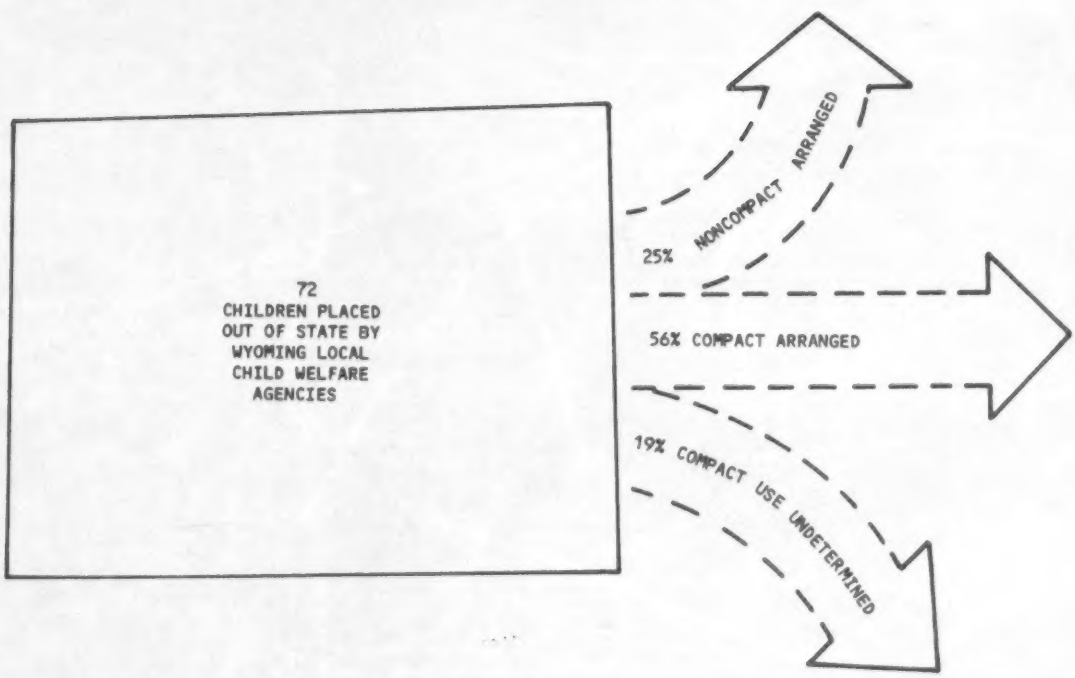


FIGURE 51-5. WYOMING: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL EDUCATION AGENCIES IN 1978

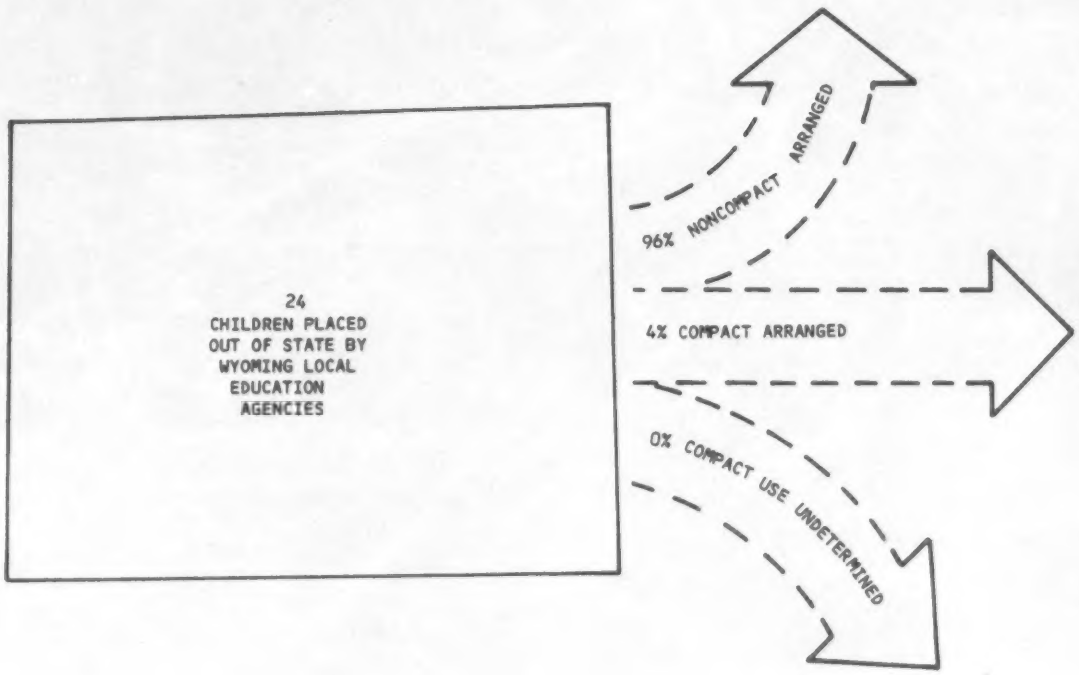
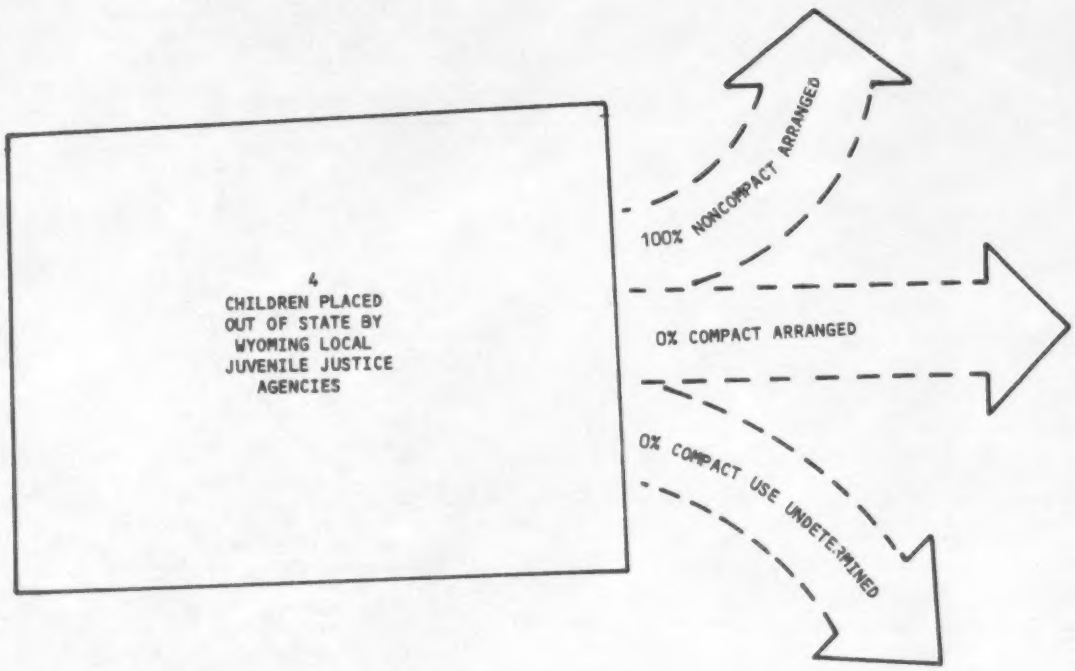


FIGURE 51-6. WYOMING: UTILIZATION OF INTERSTATE COMPACTS BY LOCAL JUVENILE JUSTICE AGENCIES IN 1978


4
CHILDREN PLACED OUT OF STATE BY WYOMING LOCAL JUVENILE JUSTICE AGENCIES
100% NONCOMPACT ARRANGED
0% COMPACT ARRANGED
0% COMPACT USE UNDETERMINED

Very little information was available from Wyoming state agencies about interstate compact utilization, as can be seen in Table 51-14. Only the state child welfare agency was able to provide the number of children it had knowledge of being placed out of state in 1978 with the use of a compact.

TABLE 51-14. WYOMING: UTILIZATION OF INTERSTATE COMPACTS REPORTED BY STATE AGENCIES IN 1978, BY AGENCY TYPE

	Child Welfare	Education	Juvenile Justice
Total Number of State and Local Agency-Arranged Placements	*a	27	*b
Total Number of Compact-Arranged Placements Reported by State Agencies	69	*	*
Percentage of Compact-Arranged Placements	*	*	*

* denotes Not Available.

a. The local child welfare agencies reported arranging 72 out-of-state placements. The state child welfare agency reported 69 placements but could not distinguish state or local involvement.

b. The local juvenile justice agencies arranged four placements out of state. The state juvenile justice agency, however, could not report state involvement in out-of-state placement practices.

E. The Out-of-State Placement Practices of State Agencies

The following table displays in more detail the survey findings described in Table 51-2 about Wyoming state agencies' involvement in out-of-state placement practices. As can be seen in Table 51-15, the state child welfare agency, DHSS, and the state juvenile justice agency were not able to fully describe their involvement in out-of-state placement in 1978 and the number of children placed according to categories of involvement. DHSS could not report responses in four of the seven categories of involvement, only indicating that it arranged 16 placements and at least had knowledge of an additional 53 children placed out of Wyoming in 1978. This state agency did not specify the agency origin or funding source of these 53 children's placements. It is likely that many are attributable to actions by the local child welfare agencies in Wyoming, given that the survey of these local agencies revealed 40 placements that were reported to be processed through an interstate compact (see Table 51-13), 20 of which could be determined to have been ICPC-processed, the compact administered by the state child welfare agency.

The Department of Probation and Parole could report that placements were arranged by the local courts and were funded by the state or were probation or parole transfers ("other" category), but could not report the number of such placements.

The remaining state agencies, the Department of Education and the DHSS' division responsible for mental health and mental retardation services, were able to fully report their out-of-state placement involvement. The only out-of-state placements made by or reported by these agencies were identified by the state education agency. Such placement activity included 30 locally arranged and state-funded placements, 45 locally arranged and funded placements, and three state-arranged placements. Recalling the local survey finding of 24 children placed out of Wyoming by school districts, the state figure is somewhat higher. The additional locally arranged placements reported by the state agency were possibly made prior to 1978 but continued to be funded that year.

TABLE 51-15. WYOMING: ABILITY OF STATE AGENCIES TO REPORT THEIR INVOLVEMENT IN ARRANGING OUT-OF-STATE PLACEMENTS IN 1978

Types of Involvement	Number of CHILDREN Reported Placed during 1978 by State Agencies			
	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
State Arranged and Funded	12	0	0	0
Locally Arranged but State Funded	*	30	*	--
Court Ordered, but State Arranged and Funded	*	0	0	0
Subtotal: Placements Involving State Funding	*	30	*	0
Locally Arranged and Funded, and Reported to State	*	45	0	--
State Helped Arrange, but Not Required by Law or Did Not Fund the Placement	4	3	0	0
Other	*	0	*	0
Total Number of Children Placed Out of State with State Assistance or Knowledge[a]	69	78	*	0

* denotes Not Available.
-- denotes Not Applicable.

a. Includes all out-of-state placements known to officials in the particular state agency. In some cases, this figure consists of placements which did not directly involve affirmative action by the state agency but may simply indicate knowledge of certain out-of-state placements through case conferences or through various forms of informal reporting.

The destinations of children reported by state agencies to be out of Wyoming in 1978 were only given by the state child welfare agency, as seen in Table 51-16. This agency was able to identify the destinations of 68 of 69 children reported to have been placed during that year. Similar to the findings of the local child welfare survey, the majority (72 percent) of the children were placed into settings located in Wyoming's border states. Placement also occurred into states in Wyoming's surrounding geographic regions as well as to states at an even greater distance, including Missouri, Louisiana, Tennessee, and Maryland.

TABLE 51-16. WYOMING: DESTINATIONS OF CHILDREN PLACED OUT OF STATE IN 1978 REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Destinations of Children Placed	Number of CHILDREN Placed		
	Child Welfare	Education	Juvenile Justice
Arizona	3		
California	5		
Colorado	13		
Idaho	18		
Kansas	1		
Louisiana	2		
Maryland	1		
Missouri	1		
Montana	7		
Nebraska	3		
North Dakota	2		
South Dakota	1		
Tennessee	2		
Utah	7		
Washington	2		
Placements for Which Destinations Could Not be Reported by State Agencies	1	All	All
Total Number of Placements	69	78	*

* denotes Not Available.

The Wyoming state agencies were asked to describe children placed out of Wyoming in 1978 according to the variety of conditions and statuses listed in Table 51-17. The state child welfare agency was not able to respond to this question. The Department of Education reported children who were physically and mentally handicapped, developmentally disabled, and emotionally disturbed to be placed out-of-state in that year. These children generally went to residential treatment or child care facilities in other states.

The state juvenile justice agency indicated that children placed out of Wyoming were generally unruly/disruptive, battered, abandoned, or neglected, experiencing problems with substance abuse, or were determined to be truants or juvenile delinquents. These children most frequently went to live with out-of-state relatives in 1978. The DHSS, although not mentioning the conditions of the children placed, did report that children they reported placing out of state most often went to live with relatives.

TABLE 51-17. WYOMING: CONDITIONS OF CHILDREN PLACED OUT OF STATE IN 1978, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE

Types of Conditions	Agency Type[a]	
	Education	Juvenile Justice
Physically Handicapped	X	0
Mentally Handicapped	X	0
Developmentally Disabled	X	0

TABLE 51-17. (Continued)

Types of Conditions	Agency Type[a]	
	Education	Juvenile Justice
Unruly/Disruptive	0	X
Truants	0	X
Juvenile Delinquents	0	X
Emotionally Disturbed	X	0
Pregnant	0	0
Drug/Alcohol Problems	0	X
Battered, Abandoned, or Neglected	0	X
Adopted Children	0	0
Foster Children	0	0
Other	0	0

a. X indicates conditions reported.

None of the state agencies reported their 1978 expenditures for out-of-state placements.

F. State Agencies' Knowledge of Out-of-State Placements

In each state, state and local officials were asked to report about placements made or arranged by their respective agencies. State officials were also asked to report on the number of such placements made by their counterparts in local government. Table 51-18 reflects the results from this line of analysis in Wyoming. The table gives the percentage of the total number of state and locally arranged out-of-state placements known to state officials.

A review of Table 51-18 reveals that the state child welfare agency had knowledge of 69 out-of-state placements occurring but, as mentioned in the discussion on Table 51-15, could not distinguish between those which were state and locally arranged. The survey of local child welfare agencies had identified 72 placements made out of Wyoming in 1978, implying the state agency did not have knowledge of at least a portion of these local placements.

The state juvenile justice agency was not able to report the number of out-of-state placements, while both the state education and mental health and mental retardation agencies provided complete placement information, the latter agency having no involvement in the activity in 1978. However, it should also be noted that the state education agency attributed more out-of-state placements to local Wyoming school districts than were identified in the survey.

TABLE 51-18. WYOMING: STATE AGENCIES' KNOWLEDGE OF OUT-OF-STATE PLACEMENTS

	Child Welfare	Education	Juvenile Justice	Mental Health and Mental Retardation
Total Number of State and Local Agency Placements	*a	27	*b	0
Total Number of Placements Known to State Agencies	69	78	*	0
Percentage of Placements Known to State Agencies	*	100[c]	*	100

* denotes Not Available.

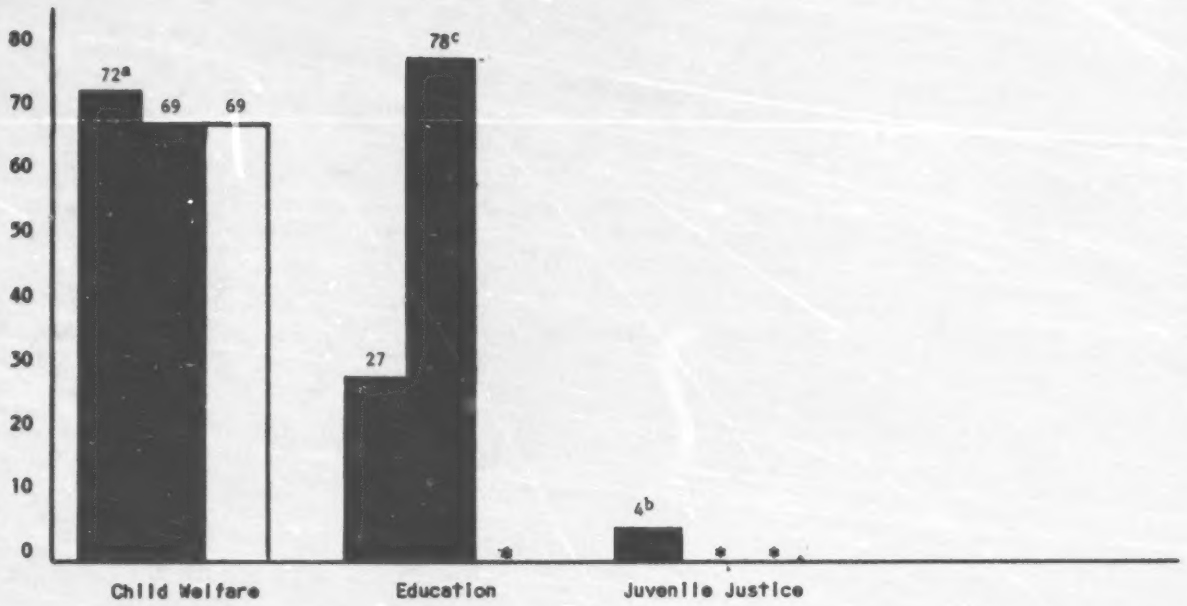
a. The local child welfare agencies reported arranging 72 out-of-state placements. The state child welfare agency reported 69 placements but could not distinguish state or local involvement.

b. The local juvenile justice agencies arranged four placements out of state. The state juvenile justice agency, however, could not report state involvement in out-of-state placement practices.

c. The state education agency attributed more out-of-state placements to local school districts than were identified in the survey.

Figure 51-7 graphically reflects the data in Table 51-18, as well as the number of interstate compact-arranged placements known to state agencies. Due to the various pieces of information which were unavailable from state agencies, further comparison is difficult to make.

FIGURE 51-7. WYOMING: THE TOTAL NUMBER OF STATE AND LOCAL PLACEMENTS AND USE OF COMPACTS, AS REPORTED BY STATE AGENCIES, BY AGENCY TYPE



* denotes Not Available.

State and Local Placements

State and Local Placements Known to State Agencies

State and Local Compact-Arranged Placements Reported by State Agencies

a. Includes only the out-of-state placements reported by local child welfare agencies. The state agency did not distinguish between state and locally arranged placements among the 69 children it reported placed out of state.

b. Only local juvenile justice agencies were able to report their involvement in out-of-state placement in 1978.

c. The state education agency attributed more out-of-state placements to local agencies than were identified in the survey.

V. Concluding Remarks

Some of the trends evident in the foregoing results follow.

- Predominant among the survey findings was the occurance of out-of-state placement among local agencies in almost every county of Wyoming, regardless of any county characteristics such as size of juvenile population, level of urbanization, or proximity to a state border.
- The destinations of children sent out of Wyoming in 1978, reported by local Phase II agencies and the state child welfare agency, were generally to the six states surrounding Wyoming, often with the use of an interstate compact (the exception being those made by local school districts).

- Little interagency interaction between the local courts and the state juvenile justice agency was reflected in the survey findings. The local courts reported no interagency cooperation in placement and no compact utilization, while the state agency could not report local agency incidence of placement or any interstate compact information.

The reader is encouraged to compare national trends described in Chapter 2 with the findings which relate to specific practices in Wyoming in order to develop further conclusions about the state's involvement with the out-of-state placement of children.

FOOTNOTE

1. General information about states, counties, cities, and SMSAs is from the special 1975 population estimates based on the 1970 national census contained in the U.S. Bureau of the Census, County and City Data Book, 1977 (A Statistical Abstract Supplement), Washington, D.C., 1978.

Information about direct general state and local total per capita expenditures and expenditures for education and public welfare were also taken from data collected by the U.S. Bureau of the Census and they appear in Statistical Abstract of the United States: 1979 (100th Edition), Washington, D.C., 1979.

The 1978 estimated population of persons eight to 17 years old was developed by the National Center for Juvenile Justice using two sources: the 1970 national census and the National Cancer Institute 1975 estimated aggregate census, also prepared by the U.S. Bureau of the Census.

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